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ABSTRACT

This monograph on the vocational education and training (VET) system in Spain is one of a series on VET systems in the European Union Member States. Chapter 1 provides this background information: political and administrative structures, population, Spanish economy, and employment. Chapter 2 describes the current education system. Chapter 3 covers history, the vocational training system, initial vocational training, vocational training for employed workers, and vocational training for the unemployed. Chapter 4, on the regulatory and financial framework, describes administrative arrangements and financing of education and training. Chapter 5, on qualitative aspects of vocational training, focuses on certification and qualifications, teachers and training of trainers, and vocational guidance. Chapter 6, on trends and perspectives for vocational training, discusses the national vocational training program (1998 to 2002) and the national action plan for employment (1988). Appendixes include acronyms and abbreviations; a list of legal instruments; a list of principal bodies responsible for the provision or regulation of vocational training; definitions of basic terms; and a 27-item bibliography. (YLB)

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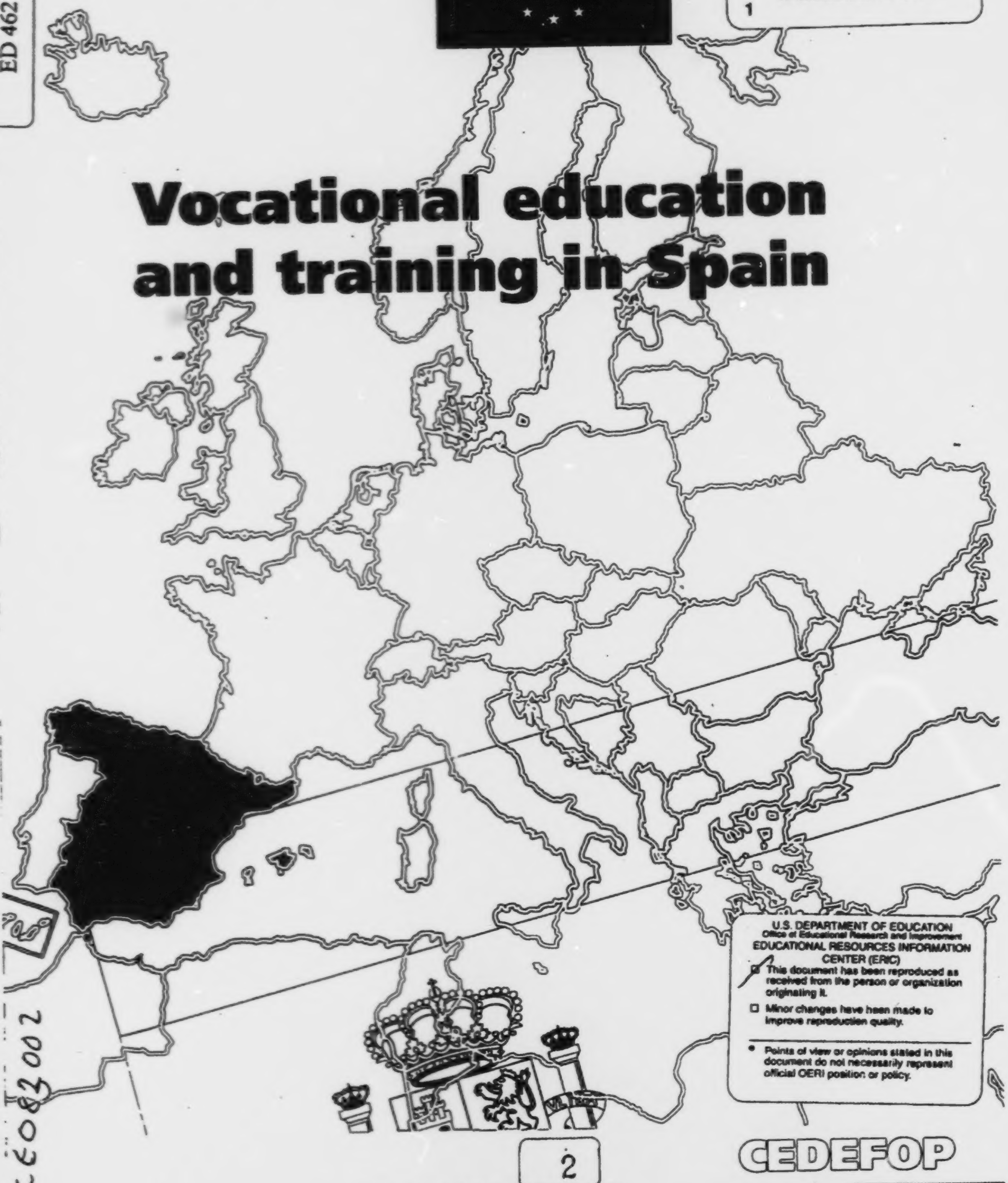

Vocational education and training in Spain

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Vocational education and training in Spain

This monograph has been prepared by

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Cedefop introduction

Objective and target groups

The publication of this description of the Spanish vocational education and training system is a step towards updating and extending the series of descriptions of the (then 12) Member States published by Cedefop between 1993 and 1996, to include Austria, Sweden and Finland and the countries covered by the European Economic Area (EEA) agreement. The objective is to present an overview of vocational education and training activities in Spain that is easily understood by interested 'foreigners'. The target group includes those who may be responsible for, and concerned with, VET policy issues, researchers in this field, directors of vocational training departments or institutions, and trainers and teachers, whether they work at EU or Member State level, or for a governmental or social partner organisation. Some may be using the text at their desks as a reference document. Others may be visiting the country concerned either on a study visit or to plan or execute a bi- or multilateral project and are more likely to wish to read the document from beginning to end.

Content and structure

The volumes in this series set out to describe initial and continuing vocational education and training (VET). As far as initial VET is concerned this means including provisions which are in some cases the responsibility of the Ministry of Education and in others of Ministries of Employment or Social Affairs. In the case of continuing VET, it requires coverage of provisions for both the employed and unemployed, usually by a wide range of governmental bodies and ministries and by private and social partner organisations.

The structure of the report (see list of contents) has been laid down in some detail by Cedefop, which has also placed limits on how long it should be. The structure is, in general terms, similar to that adopted for the reports on the Member States commissioned in 1992, but there have been some changes such as the addition of a chapter on what we have called 'qualitative aspects', including information on certification, training of trainers and guidance. We required the authors of all monographs, including those updating the existing ones, to follow this amended structure, so as to make it easier for readers to make comparisons between the systems.

Choice of authors and consultation procedures

For this series, Cedefop has tried to achieve a product which in some way is impossible. We wished to have a report of the system concerned written by an insider, but easily comprehensible to the outsider. Logically the person/institution chosen as an author is an insider, located in the country being described and, unless choosing not to do so, writing in his or her mother tongue. A further corollary of this was that Cedefop has tried to play the role of 'outsider' in discussions on the draft text in order to draw authors' attention to places where the report was likely not to be easily understood by the public for which it is intended.

Cedefop has also stipulated that the authors must carry out a consultation on the draft with the main parties involved in VET in their country. This has meant their sending the draft not only to the various public bodies responsible for implementing the system and providing VET, but also to the principal representative organisations of the social partners. In particular, it was requested that the members of Cedefop's Management Board in the country concerned should assist in this connection.

Publishing and updating

It is Cedefop's intention, provided the necessary resources are available, to publish these monographs in paper form in their original language and in English, French and German. In occasional and exceptional circumstances it may publish some monographs

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in additional languages. Experience has, however, shown that the time taken to translate and publish a paper-based version and the speed with which changes are taking place in the systems described means that the reports can almost never be entirely up-to-date. Cedefop therefore also intends to use electronic means of publishing, including making summaries and updates of the texts available on Cedefop's interactive Internet site (www.trainingvillage.gr).

Comments and feedback

As indicated above, Cedefop is conscious that in preparing this series it has had to make choices. We would very much appreciate having readers' views, by letter, fax or e-mail, as to whether we have made the right ones concerning the scope, content and structure of the report.

Vocational education and training in Spain

The Spanish vocational education and training system underwent far-reaching changes in the last decade of the 20th century.

1990 saw the passing of the General Law concerned with reform of the education system. This replaced the earlier General Law on Education of 1970 and fundamentally altered the structure of the general education and vocational training systems, *inter alia* by extending the period of compulsory education by two years up to the age of 16, creating a system of initial vocational training for all pupils and introducing the so-called social guarantee programmes for young people, who fail to pass the examination at the end of compulsory schooling or are at risk of social exclusion for other reasons.

At the date of writing, this reform had not yet been fully implemented so that in some areas the old and the new systems exist side by side. The years 1993 and 1998 saw the adoption of two other major reforms, the national vocational training programme (1993–96) and the new national vocational training programme (1998–2002) whose particular objective was to achieve a better integration of the three vocational training subsystems — regulated vocational training, occupational training and continuing training. One of the measures involved will be the creation of a national system of vocational qualifications.

Another important chapter in the history of reform is the transfer of wide-ranging powers in the matter of both general education and vocational training, from central government to the autonomous communities.

We would like to take this opportunity of thanking ESIN, especially Señor Aitor Marcos Sánchez, and others contributing to the text, for producing this monograph and for their very positive attitude with regard to additions and changes suggested by Cedefop.

We trust that together we have succeeded in making available to readers a monograph that they will find both interesting and useful.

Stavros Stavrou
Deputy Director

J. Michael Adams
Reinhard Nöbauer
Project coordinators

Thessaloniki, June 1999

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Authors' preface

This monograph on the vocational education and training system in Spain is one of a series on the vocational education and training systems in the EU Member States. It has been prepared on the basis of a model supplied by Cedefop that is being used for all the monographs so as to facilitate comparison and the exchange of information.

The monograph has been produced not just for professionals working in the field of vocational training but with a wider public in mind. We have therefore tried as far as possible to avoid the use of technical jargon that makes it more difficult for the 'layman' to understand.

The Spanish vocational education and training system has undergone considerable changes in recent years, particularly since 1993, when the last monograph was published. As a result we have been obliged to rewrite it entirely instead of merely updating it. The task was not easy since 1998 was a year particularly rich in innovations affecting vocational training. The process of decentralisation and the transfer of responsibility for regulated and occupational vocational training from central government to the autonomous communities which was already under way, coincided with the publication of two documents of great significance for vocational training in general, namely the new national vocational training programme and the action plan for employment in the Kingdom of Spain, which are discussed in more detail in Chapter 6.

Our intention was to produce a clear, objective summary of vocational education and training as it currently exists in Spain. In doing so we were fortunate to have the assistance of experts in the various bodies concerned, some of whom work regularly with Cedefop. We should like to take this opportunity to express our gratitude to them all for their kindness in agreeing to undertake the work involved. Their constructive criticism has undoubtedly helped to improve the final product. Responsibility for any errors that may be found in the monograph lies with Estudios Institucionales alone.

The following were among those consulted:

Juan Cano Capdevilla and **Maria Luz de las Cuevas Torresana** (INEM Technical Services Subdirectorate and members of the Cedefop Documentation and Information Network), **Jaime Parra González** and **Pilar Mateo Sánchez** (INEM Subdirectorate for Management of Vocational Training), **José Luis García Molina** (Ministry of Labour and Social Affairs), the **Vocational Development and Guidance Subdirectorate of the Ministry of Education and Culture, José Antonio González** (Department for the Regulation and Implementation of Vocational Training at the Ministry of Education and Culture), **Antonio Torres** (Director of Assessment and Projects at Forcem), **José Manuel Giménez** (Assessment and Studies Directorate), **Justo García López** (Department of Procedures and Quality at Forcem), **Ricardo Maria Guisando Urbano** (Responsible for International Relations at Forcem), **Javier Rayo** (F. Universidad Empresa), **Mariano del Castillo Rodriguez** (Institute of Educational Technology at the CECE), **Luis Beamonte San Agustín** (UGT and member of Cedefop's Management Board).

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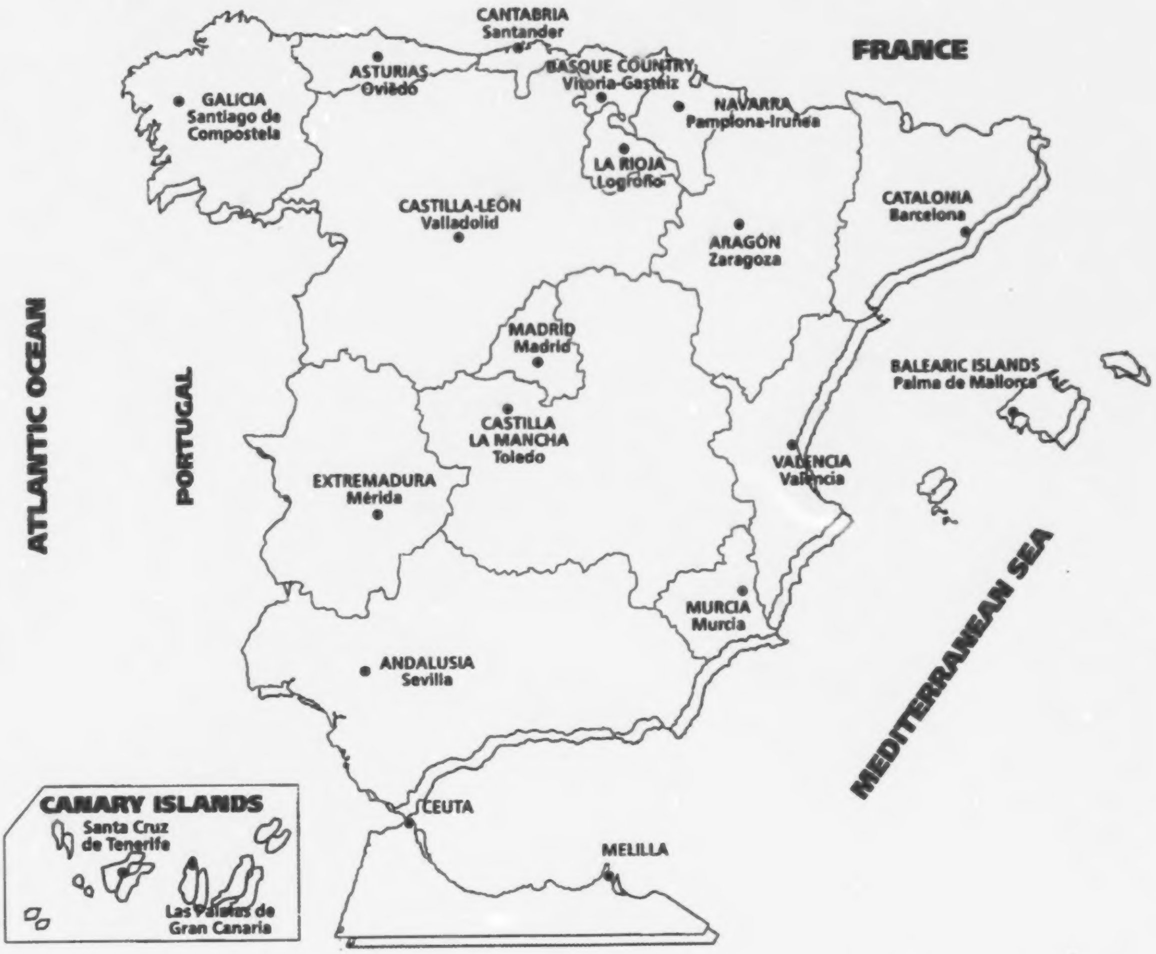
Vocational education and training in Spain

12 Spain: Autonomous communities and their capital cities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Las Palmas de Gran Canaria
CEUTA
MELILLA

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Chapter 1
Background information

1.1. Political and administrative structures

The Spanish nation

1.1.1.

According to the Constitution of 1978, which is still in force, Spain is a parliamentary monarchy.

The Constitution provides for a bicameral parliament known as the *Cortes Generales*, which is composed of the Senate or Upper Chamber and the Congress of Deputies or Lower Chamber. Both chambers represent the Spanish people. The *Cortes* exercise the State's legislative power, approve the budgets, control the actions of the government and have a number of other powers.

The two chambers are not, however, entirely equal.

The Constitution accords the Congress of Deputies a series of functions and powers not given to the Senate. Thus, the former authorises the formation of a government, may remove it from office, is the first to consider draft laws and budgets and has to confirm or reject any amendments or vetoes to bills emanating from the Senate. The Organic Law on the General Electoral Regime of 19 June 1985 fixes the number of members of the Congress of Deputies at 350. They are elected every four years by universal, free, equal, direct and secret suffrage. The electoral constituency is the province and the system is one of proportional representation.

The Senate is composed of representatives of Spain's autonomous communities and insular provinces. Its members are elected on a similar basis to the deputies.

1.1.2.

According to Article 98 of the Constitution 'The government is composed of the president, any vice-presidents, ministers and other members as the law provides'.

The president or prime minister is proposed and appointed by the head of State subject to his having been given a vote of confidence by parliament with an absolute majority. Should he fail to obtain this majority a second vote requiring only a simple majority is taken.

1.1.3.

Article 137 of the Constitution provides for the State to be organised on a territorial basis into municipalities, provinces (50 in all) and autonomous communities (17 plus the autonomous cities of Ceuta and Melilla). All these entities have full legal personality.

1.1.4.

Spain has three levels of administration: local, autonomous (communities and cities) and central.

1.1.5.
Article 149(3) of the 1978 Constitution laid the foundations for a process of decentralisation of authority that is still under way.

Figure 1: **Levels of administration in Spain**

CENTRAL

MINISTRIES (¹)

Public administration
Agriculture, fisheries and food
Foreign affairs
Defence
Economy and finance
Education and culture
Development
Industry and energy
Home affairs
Justice
Environment
Prime Minister's office
Health and consumer affairs
Labour and social affairs

AUTONOMOUS

AUTONOMOUS COMMUNITIES

Andalusia
Castilla-La Mancha
Extremadura
Madrid
Valencia
Aragón
Castilla-León
Principality of Asturias
Canary Islands
Catalonia
Galicia
Balearic Islands
Basque Country
Murcia
Cantabria
La Rioja
Navarra

AUTONOMOUS CITIES

Ceuta
Melilla

LOCAL

PROVINCIAL

Delegations
Departmental councils
Island councils

MUNICIPAL

Municipal councils

(¹) The number of ministries is fixed by the Prime Minister

SOURCE: IPERCENTRO DE INFORMACIÓN, MINISTRY OF PUBLIC ADMINISTRATION, MAP (1998).

Decentralisation of authority has been greater in the case of those regions regarded as special cases for language, cultural or historical reasons. These are principally Catalonia, the Basque Country, Galicia and Andalusia.

Progress is now being made towards a generalised transfer of responsibilities from central to other levels of government.

Decentralisation in the field of education

1.1.6.
Spain is witnessing a process of decentralisation of powers from central government to the autonomous communities in the field of education. The process is already well advanced, except in the case of Castilla-León, Castilla-La Mancha, Madrid and Extremadura, where it was planned to come into effect in the course of 1999.

Until this comes about, it will be necessary to distinguish between those autonomous communities having full authority in educational matters and those which remain under the authority of the Ministry of Education and Culture (*Ministerio de Educación y Cultura — MEC*), where educational matters are dealt with by the Ministry's provincial directorates.

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Decentralisation in matters of occupational training

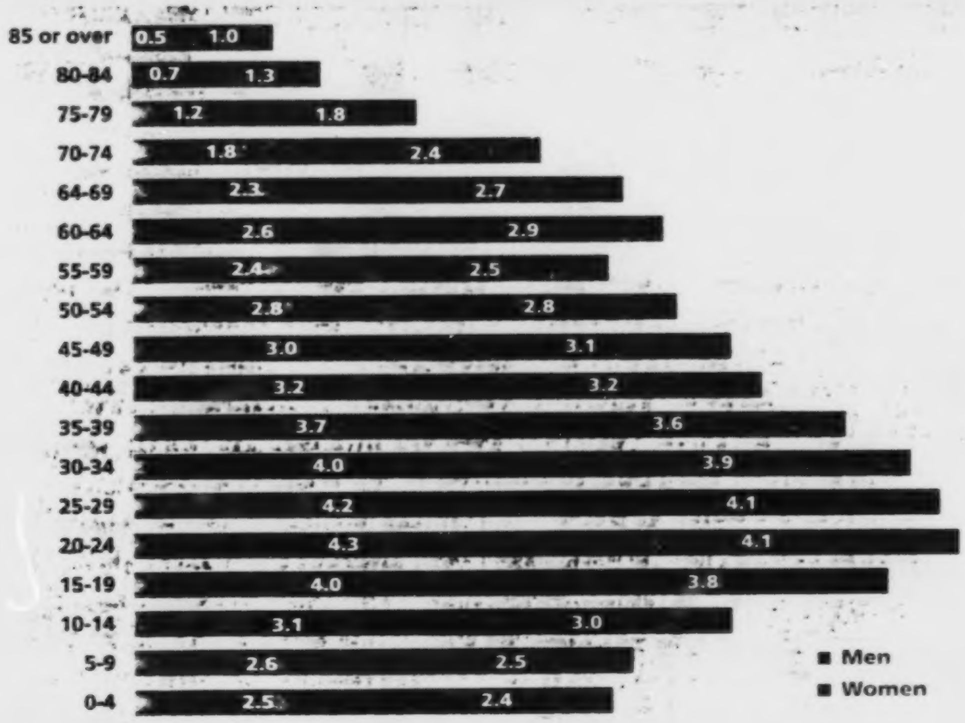
1.1.7.
Training for the unemployed, which will be discussed in detail in Section 3.5, comes under the Ministry of Labour and Social Affairs (*Ministerio de Trabajo y Asuntos Sociales — MTAASS*), INEM and those autonomous communities with full authority for such training — all except the Basque Country, the Principality of Asturias and the autonomous cities of Ceuta and Melilla. The transfer of powers to these autonomous communities is already well under way and it was expected to be completed in 1999. The social partners and other bodies in both the public and private sectors are also involved in this type of training activity

1.2. Population

Demographic trends

1.2.1.
According to a publication of the National Statistical Institute (*España en Cifras*), in 1996 Spain had a total population of 39 270 300, of whom 19 215 000 were men and 20 055 300 women.

Figure 2: **Population broken down by age group and sex, 1996 (in %)**



SOURCE: 'ESPAÑA EN CIFRAS', INE (1997).

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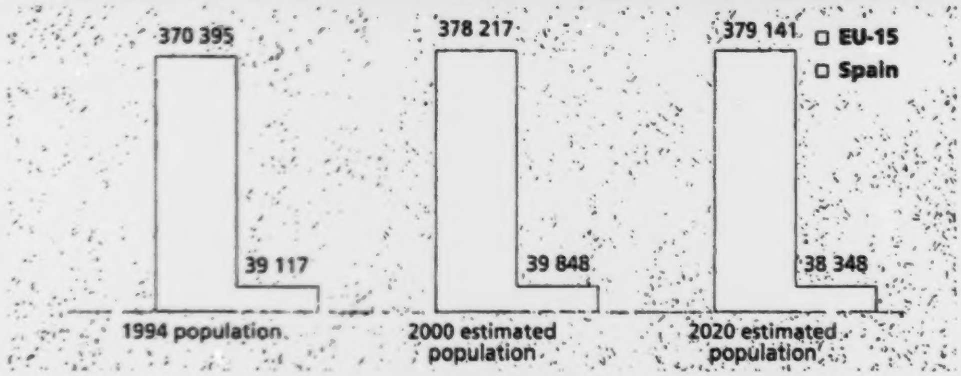
1.2.2.
As the following figures show, Spain generally speaking is witnessing a demographic development similar to that of other countries in the European Union. The only difference is that the expansion only began in 1955, later than in neighbouring countries.

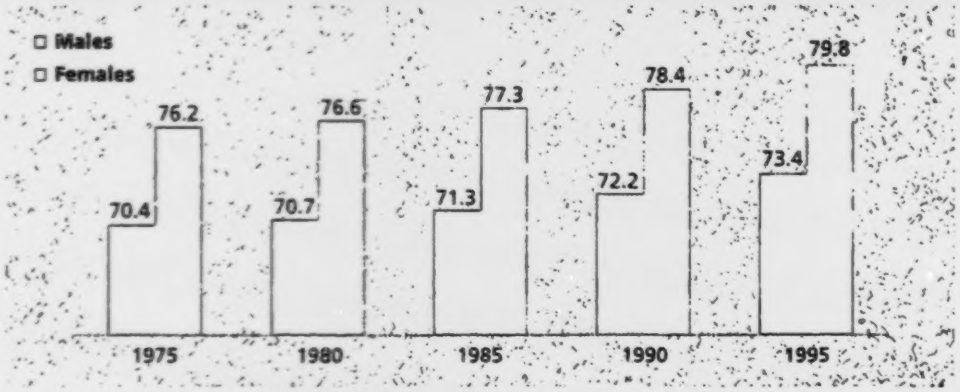
1.2.3.
The decline in the birth rate and increased life expectancy have generally made for a gradual ageing of populations. The situation is particularly worrying in Spain, where the average number of children per female has decreased dramatically and, since the end of the 1980s, has not reached the replacement rate of 2.1 children per female.

Figure 3: **Population, 1994 and forecasts for 2000 and 2020, EU and Spain, in thousands**



SOURCE: 'ESPAÑA EN CIFRAS', INE (1997).

Figure 4: **Life expectancy in Spain, by sex, 1975 to 1995**



SOURCE: EUROSTAT (1997).

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As a result, the number of those over 65 has steadily risen, while the number under 15 has dropped from 27.5 % of the total population in 1975 to 18 % in 1995.

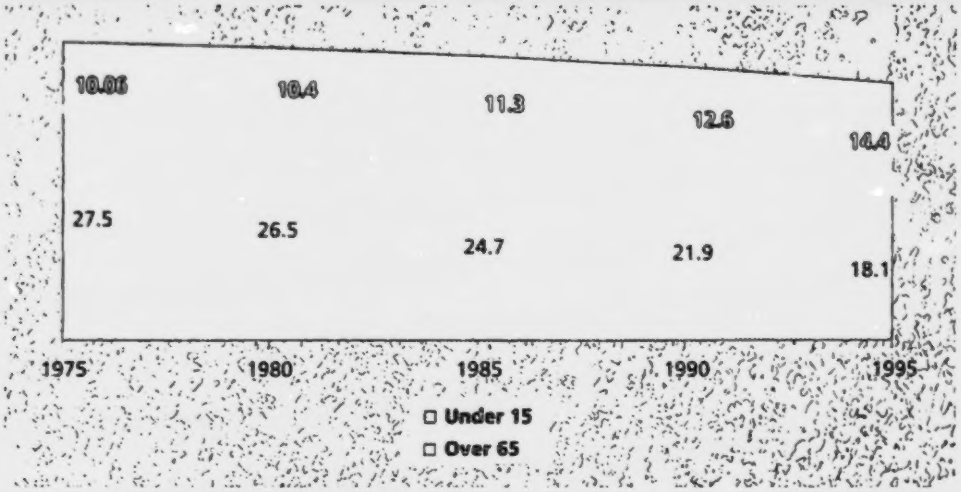
1.2.4.
As the following table of demographic indicators shows, women's gradual integration into the world of work over the past two decades and their generalised access to higher education are factors decisively influencing the demographic trend in Spain.

Table 1 **Demographic indicators, 1975 to 1995**

	1975	1980	1985	1990	1995
Infant mortality (per thousand)	18.9	17.7	15.5	12.2	7.7
Age on first marriage:					
men	26.7	26.9	27.3	28.0	28.9
women	23.2	23.5	24.1	25.0	26.3
Percentage of married women, 20–24 years	37.7	35.9	32.5	27.3	20.4
Percentage of married women, 25–29 years	75.9	74.1	70.6	65.4	58.5
Age on birth of first child	24.5	24.7	25.0	25.5	26.2
Average number of children per woman	2.8	2.6	2.3	1.9	1.3
Births to single mothers (%)	2.0	2.8	4.4	7.2	10.0

SOURCE: INE (1996)

Figure 5 **Evolution of the Spanish population, by age group, 1975 to 1995 (% of total)**



SOURCE: ESPAÑA EN CIFRAS, INE (1997).

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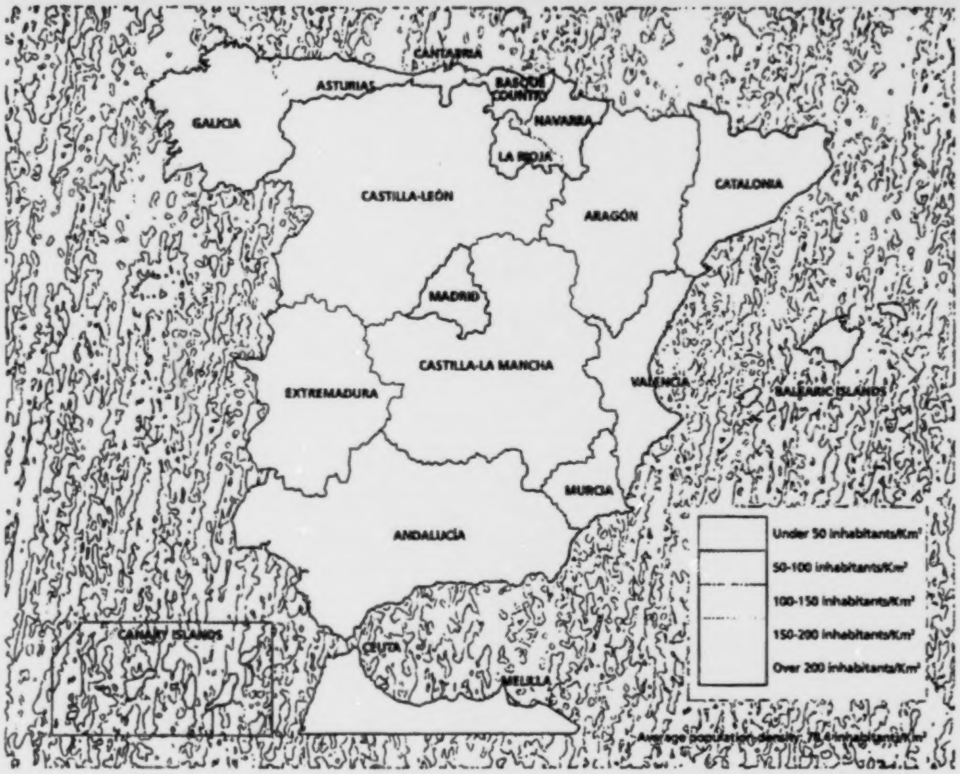
Regional differences

1.2.5.

Spain is a country with marked territorial differences in population distribution. This is not only true between autonomous communities and provinces; substantial variations often occur within a given province.

The majority of the population lives in cities located along the northern coast from Vigo to San Sebastián and on the Mediterranean and Atlantic coasts from Barcelona to Cádiz. The exceptions are Seville, which may be considered as belonging to this group of cities by virtue of its nearness to the sea, to which it is linked by the Guadalquivir river, the capital Madrid, and Zaragoza and Valladolid, which are situated on two main highways linking the interior of the country to the sea.

Figure 6: **Population density by region, 1996**


CANTABRIA
ASTURIAS
BASQUE COUNTRY
GALICIA
NAVARRA
LA RIOJA
CASTILLA-LEÓN
CATALONIA
ARAGÓN
MADRID
CASTILLA-LA MANCHA
VALENCIA
BALEARIC ISLANDS
EXTREMADURA
MURCIA
ANDALUCÍA
CANARY ISLANDS
CEUTA
MELILLA
Under 50 inhabitants/Km²
50-100 inhabitants/Km²
100-150 inhabitants/Km²
150-200 inhabitants/Km²
Over 200 inhabitants/Km²
Average population density: 78.4 inhabitants/Km²

FUENTE: "ESPAÑA EN CIFRAS", INE (1997).

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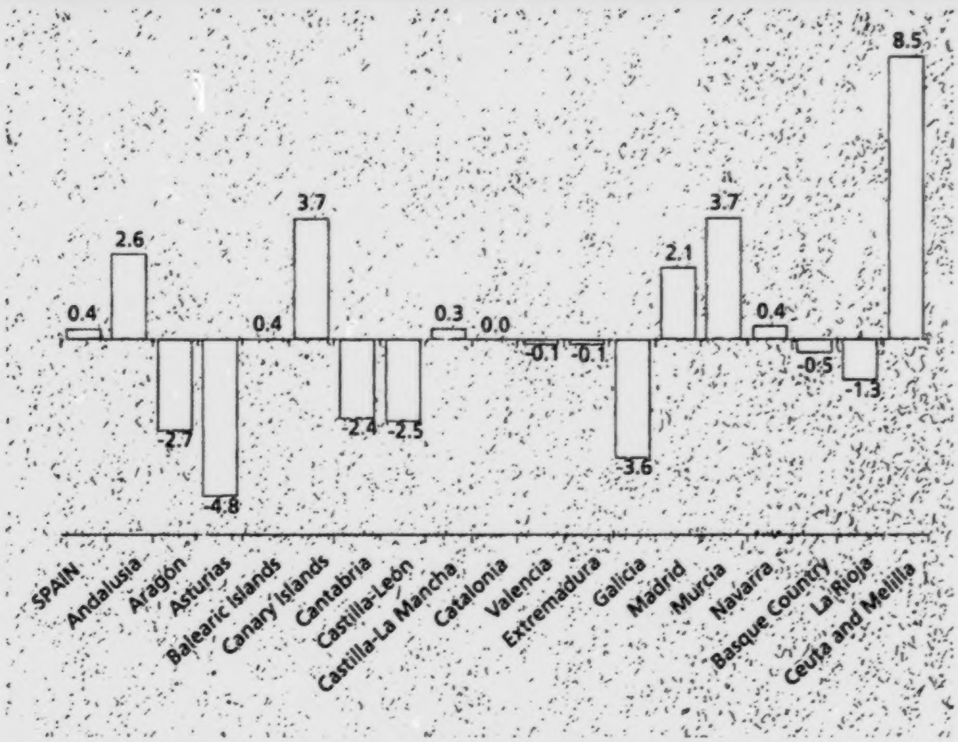
Figure 7: **Natural population growth, by autonomous community, 1997 (per thousand)**



SOURCE: NATURAL POPULATION GROWTH 1997 FORECAST, INE (1999).

1.2.6.
Over the past few decades, migration between the provinces has varied. Whereas traditionally migratory flows tended to focus on Madrid, Catalonia, the Basque Country and Valencia, these regions are now experiencing lower net migration and in some cases even outward migration.

It would be a mistake to think that these regions no longer receive new migrants. What has been happening is that former inward migrants have begun to return to their places of origin, resulting in a negative net migration into the region. Factors contributing to this exodus include the steady improvement in living and working conditions in the Spanish provinces generally and the fact that many of the persons concerned have reached retirement age and are seeking a better quality of life away from the major conurbations.

This latter fact would explain why, despite an increase in population, the regions which have traditionally attracted migrants are now recording negative natural population growth (births minus deaths). This is illustrated in the following figure.

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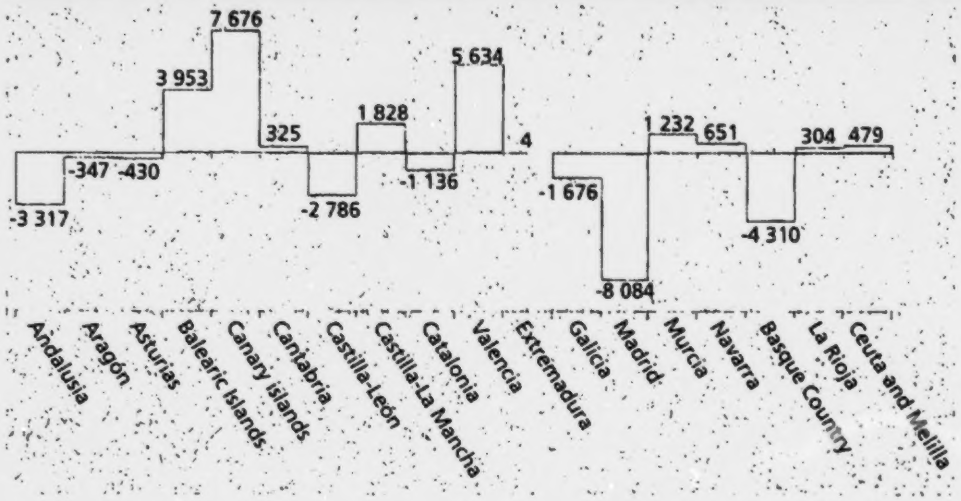
Figure 8: **Net internal migration, by autonomous community, 1996**



SOURCE: *'ESPAÑA EN CIFRAS, 1998', INE (1999).*

Foreigners resident in Spain

1.2.7.

Spain's net outward migration trend has gone into reverse. It is now experiencing net inward migration.

Most (about 50 %) of those currently arriving in Spain come from EU countries and many of them are retired. However, mention should also be made of other groups that are growing in number, namely immigrants from Latin America and North Africa (Table 2).

Table 2: **Foreigners resident in Spain, 1995**

	Number	Percentage of total		Number	Percentage of total
Total	**499 773**	**100.0**			
Europe	**255 702**	**51.2**	**South America**	**65 003**	**13.0**
EU-15	**235 602**	**47.1**	Argentina	18 426	3.7
Germany	41 942	8.4	Peru	15 092	3.0
France	30 835	6.2	**Africa**	**95 725**	**19.2**
United Kingdom	65 251	13.1	Morocco	74 886	15.0
Netherlands	19 750	4.0	**Asia**	**38 221**	**7.6**
Italy	12 970	2.6	China	9 158	1.8
Belgium	8 904	1.8	Philippines	9 681	1.9
Portugal	36 997	7.4	**Oceania**	**859**	**0.2**
North and Central America	**43 928**	**8.8**	**Stateless**	**335**	**0.1**
Dominican Republic	14 470	2.9			
United States	14 889	3.0			

SOURCE: *'ESPAÑA EN CIFRAS', INE (1997).*

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1.3. The Spanish economy

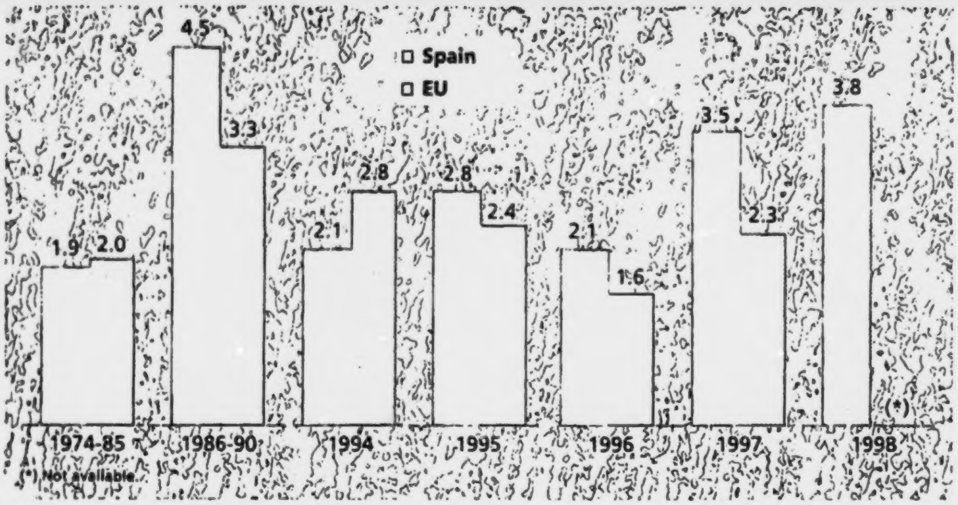
Recent trends

1.3.1.
In 1994, Spain, in common with the rest of Europe, saw the economy beginning to pull out of the crisis that had gripped it since late 1992. The recovery was marked, with a revival in growth and an increase in GDP. At the same time unemployment began to fall. From that time onwards, as the following chart shows, growth in the Spanish economy has generally outstripped the average for EU countries.

1.3.2.
The steady recovery of the Spanish economy during 1994 culminated in 1995 in a strengthening upturn with growth rates higher than in the previous year. However, in the second half of the year the trend was interrupted, as also occurred in other European countries.

In 1995, GDP grew by 3 %, almost a percentage point increase on 1994, despite slackening impetus as the year advanced.

Figure 9: **Growth in gross domestic product, Spain and the EU, 1974 to 1998 (in%)**



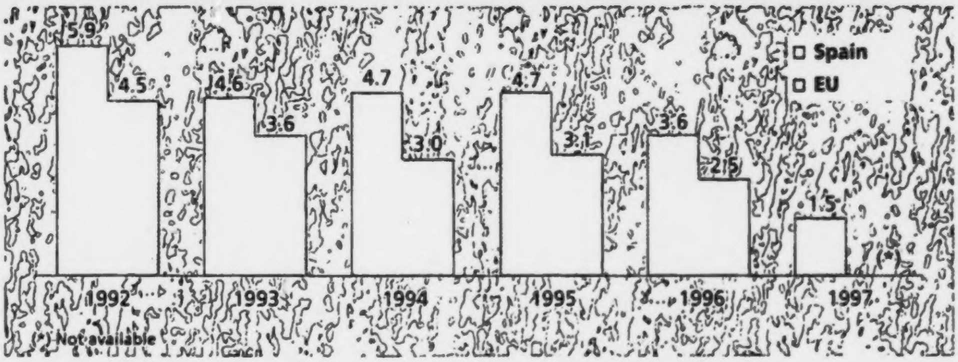
(*) Not available.

SOURCE: ***EUROPEAN COMMISSION DG II (1997) AND INE (1999).***

1.3.3.

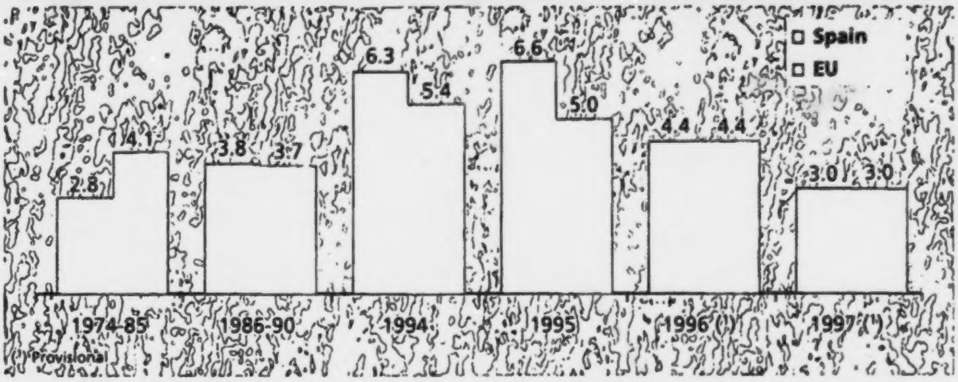
In 1996, Spanish economic growth averaged 2.1 %. According to the Spanish central bank (Economic Bulletin, April 1997) 'the Spanish economy has made considerable progress towards overall stability; the balance of payments remained healthy, the public-sector spending deficit was brought down to the levels required by fiscal consolidation programmes and the rate of inflation showed a marked deceleration'.

Figure 10: **Trend in the consumer price index, 1992 to 1999 (in %)**



SOURCE: BANCO DE ESPAÑA REPORTS (1997) AND INE (FEBRUARY 1999).

Figure 11: **Trend in public sector deficit, Spain and the EU, 1974 to 1997 (% of GDP)**



SOURCE: EUROPEAN COMMISSION DG II (1997).

1.4. Employment in Spain

The labour force

1.4.1.
According to a survey conducted in the second quarter of 1996, Spain had a population of 32 095 150 aged 16 years or over, and a workforce of 15 877 830, 2.01 % more than the previous year.

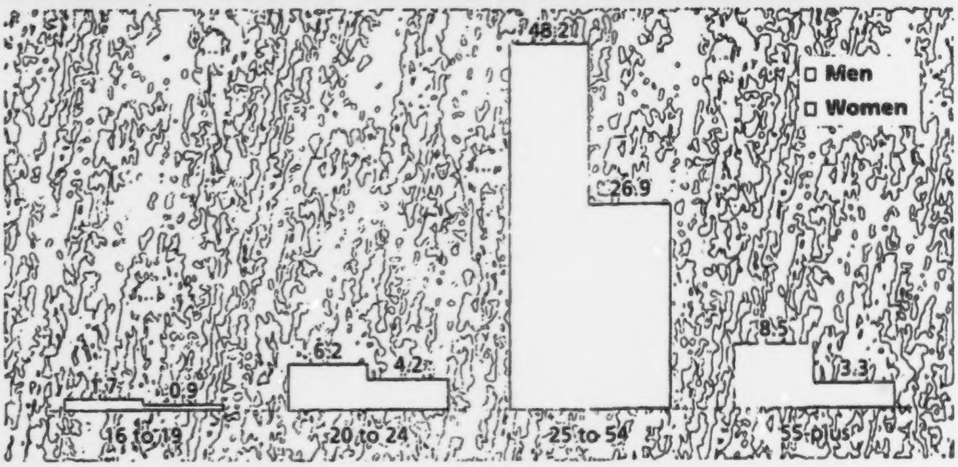
The employed

1.4.2.
The figures for the same year show 12 342 010 people to have been employed and 3 535 820 unemployed.

Although in the 16-plus age group women outnumber men by 1 100 000, in the workforce men outnumber women by more than 3 500 000. These differences are even more dramatic in the case of those in work: 8 027 260 men against 4 314 750 women.

1.4.3.
In 1996, three quarters of those in employment were in the 25–54 age group, the next-largest figure being, as Figure 12 shows, that for the 55-plus age group.

Figure 12: **Employed population, by sex and age group, fourth quarter 1998 (in %)**



SOURCE: LABOUR FORCE SURVEY, FOURTH QUARTER, 1998, INE (1999).

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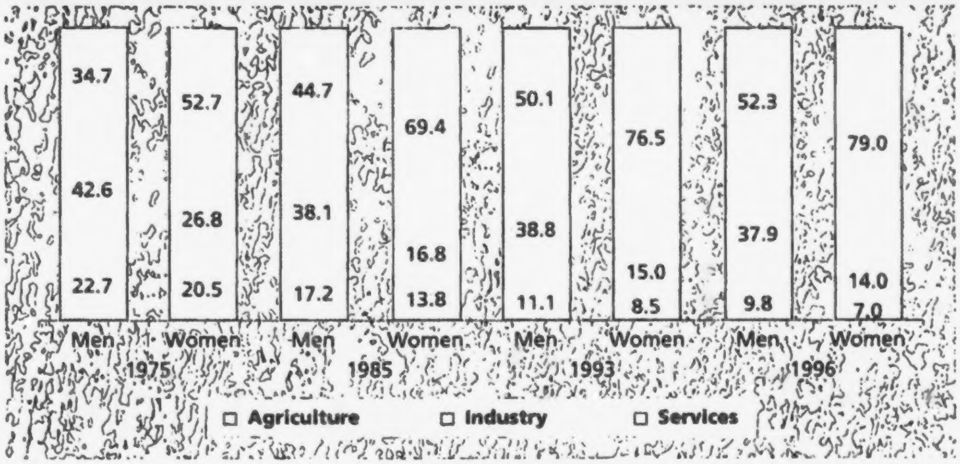
1.4.4.

Over the past 20 years, Spain, in common with most European countries, has seen considerable changes taking place in the sectoral breakdown of employment. Generally speaking the number of those employed in the service sector has posted a marked increase while that in other sectors has declined.

As the following figure shows, the change has been particularly marked in the case of women since 80 % of those in work are employed in the tertiary sector. In the case of men, the changes have been much less dramatic and although the majority (52.3 %) work in the service sector the percentage employed in industry, which has traditionally been male dominated, continues to run high at 37.9 %.

Figure 13 **Employment by sex and economic sector, 1975, 1985, 1993 and 1996 (in %)**



SOURCE: 'EMPLOYMENT IN EUROPE', EUROPEAN COMMISSION, DG V (1997).

1.4.5.

Looked at in a European context, the situation in Spain proves very similar to the average for EU Member States.

1.4.6.

An analysis of employment by region shows that those regions on the western fringe of the country (Galicia, Castilla-León, Extremadura, Castilla-La Mancha and Andalusia) have always tended to develop more slowly and have rates of employment in the primary sector that are particularly high compared with elsewhere.

Despite the efforts made to introduce new industries during the 1980s, the regions in the north-west of the country — the Basque Country, Asturias and Cantabria — continue to show a marked concentration of mining and heavy industry (iron and steel). The most dynamic regions have been those situated along the Mediterranean from Catalonia to Murcia, along the Ebro river (Aragon, Navarre and La Rioja) and Madrid and the Canary Islands (Figure 14).

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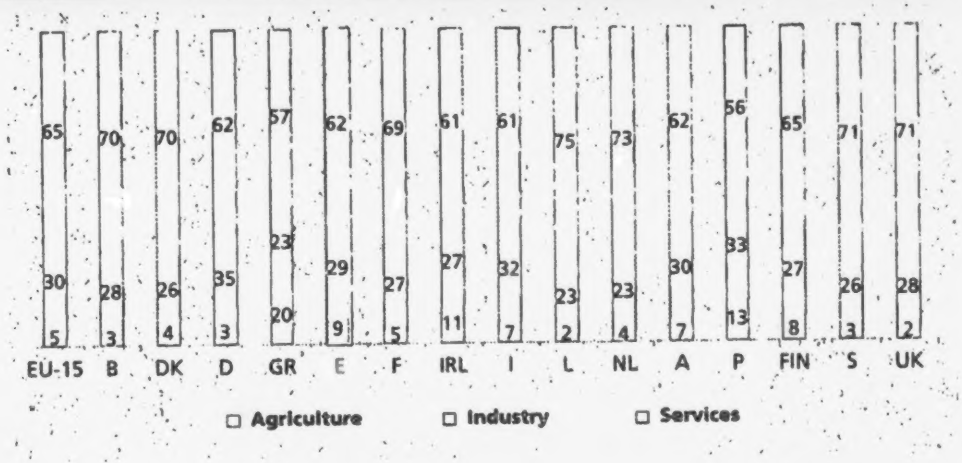
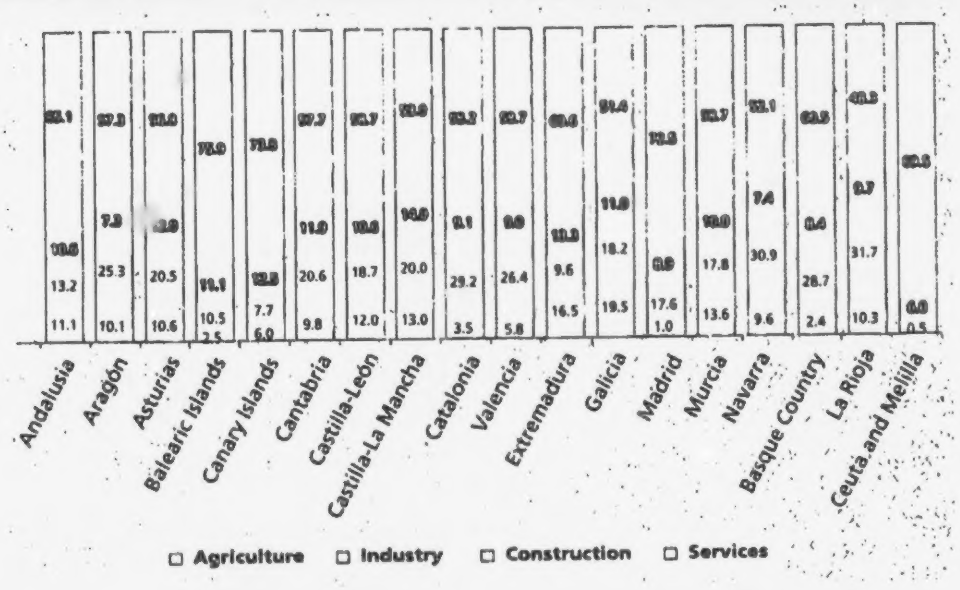
Figure 14: Employment by economic sector, EU Member States, 1996 (in %)



SOURCE: *'EMPLOYMENT IN EUROPE', EUROPEAN COMMISSION, DG V (1997).*

Figure 15: Employment, by autonomous community and economic sector, 1998 (in thousands)



SOURCE: *LABOUR FORCE SURVEY, INE (1996).*

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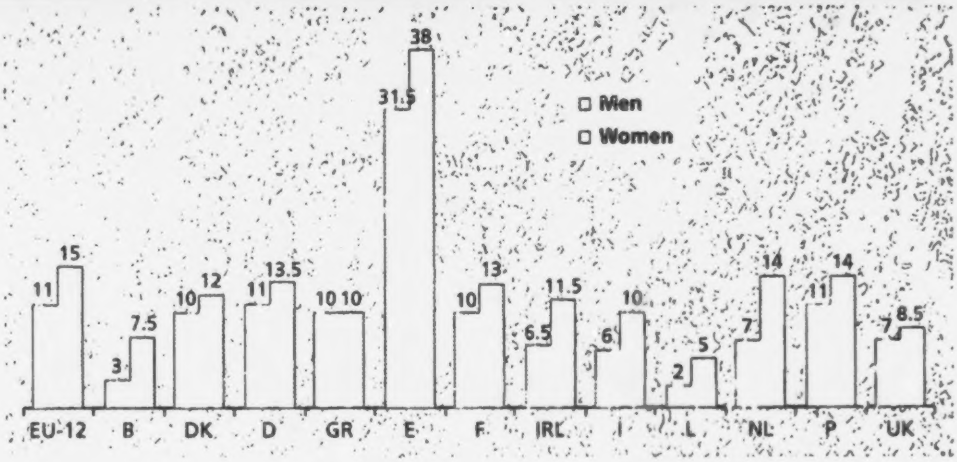
1.4.7.
If we look at conditions of employment, Spain is the European country with the greatest percentage of fixed-term contracts.

The number of such contracts grew rapidly up to the end of 1988 and continued rising, though more slowly, up to 1992. From then onwards the figure has been more or less stable.

The number of women on fixed-term contracts is higher than that of men.

Figure 16: **Workers on fixed-term contracts, EU Member States, 1992 (in %)**



SOURCE: EUROSTAT (1994).

The unemployed

1.4.8.
Spain's unemployment rate is the highest in the EU.

According to the workforce survey the unemployment rate in the second quarter of 1996 was 22.27 %, 2 percentage points less than the previous year and equivalent to 3 579 300 unemployed.

The unemployment rate varies considerably between men and women, being lower in the case of the former — 13.34 % in the second quarter of 1998 against 26.6 %.

According to figures from the *Instituto Nacional del Empleo (INEM)*, in 1995, 42 % of the total number of unemployed were first-time job-seekers of whom 85 % were under 29 years of age and 64 % were women.

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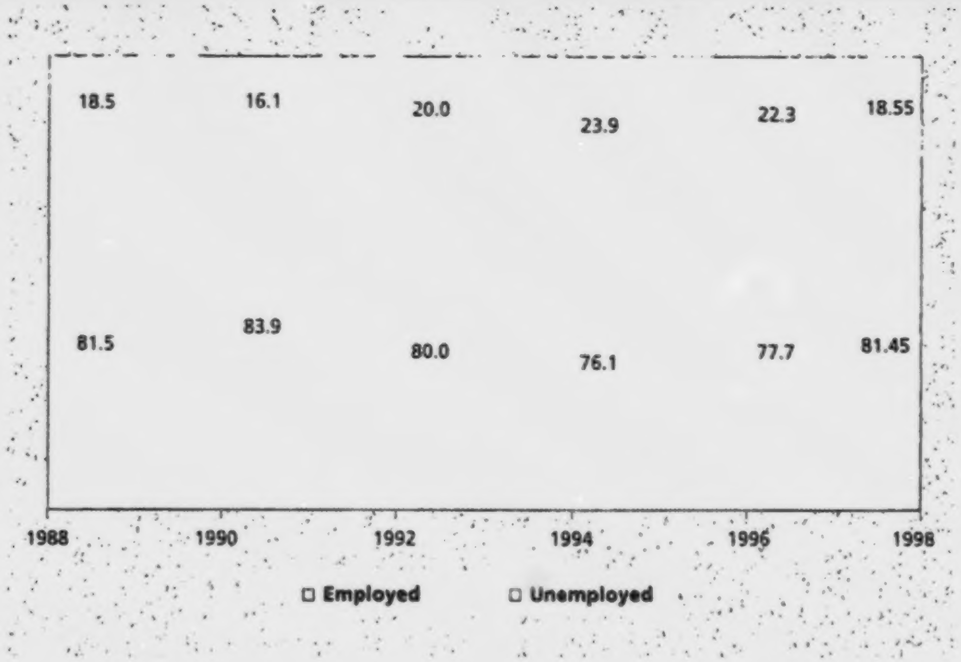
Figure 17: **Employment and unemployment, 1988 to 1998 (in %)**



SOURCE: LABOUR FORCE SURVEY, FOURTH QUARTER 1998, INE (1999).

Table 3: **Unemployment rate, by sex, 1998 (in %)**

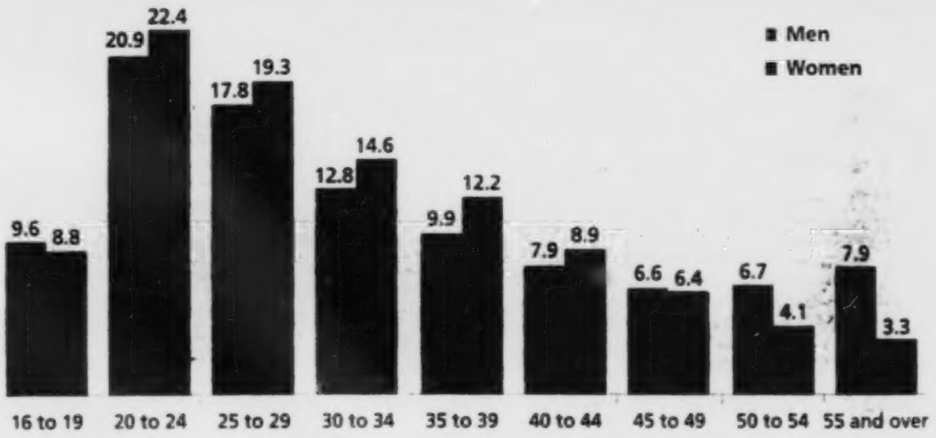
Overall unemployment	Male unemployment	Female unemployment
18.55	13.34	26.6

SOURCE: LABOUR FORCE SURVEY, FOURTH QUARTER 1998, INE (1999).

1.4.9.
As the following figure shows, the 20–24 age group is the one most affected by unemployment in the case of both men and women.

Long-term unemployment is a very serious problem in Spain. The difficulty encountered in finding a job increases with the time a person has remained out of work.

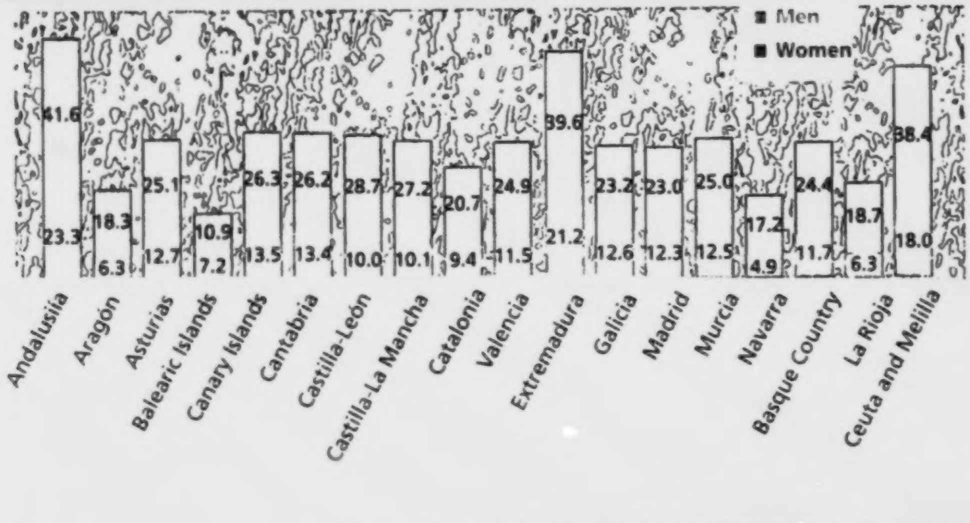
Figure 18: **Unemployment rate, by sex and age group, 1998 (in %)**



SOURCE: ***LABOUR FORCE SURVEY, INE (1998).***

30 % of unemployed are under 25 years of age and usually first-time job-seekers.

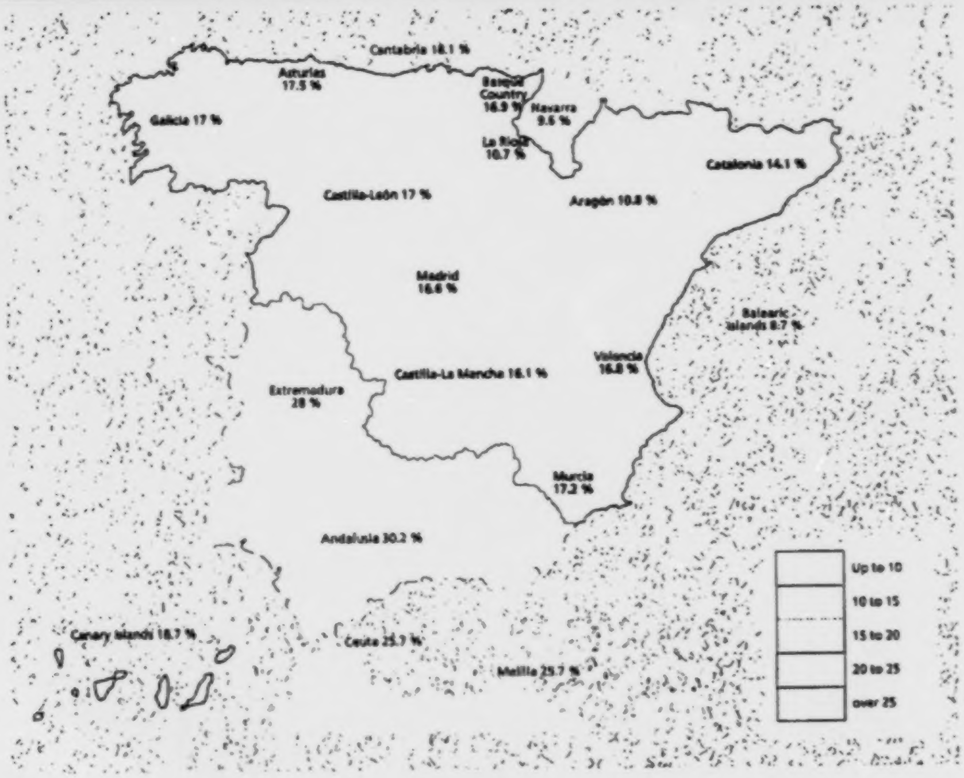
Figure 19: **Unemployment rate, by sex and autonomous community, 1998 (in %)**



SOURCE: ***LABOUR FORCE SURVEY, FOURTH QUARTER 1998, INE (1999).***

1.4.10.
In terms of geographical distribution, unemployment has held remarkably steady since 1976. Thus the regions of the south (Andalusia, Extremadura, Ceuta and Melilla) show the highest rates of unemployment at over 30 %. At the other end of the scale Aragon, Navarra, the Balearic Islands, La Rioja and Galicia traditionally have the lowest unemployment rates.

Figure 20: **Unemployment rates, by autonomous community, 1998 (in %)**


Cantabria 18.1 %
Asturias 17.5 %
Basque Country 16.9 %
Navarra 9.6 %
Galicia 17 %
La Rioja 10.7 %
Catalonia 14.1 %
Castilla-León 17 %
Aragón 10.8 %
Madrid 16.6 %
Balearic Islands 8.7 %
Valencia 16.8 %
Castilla-La Mancha 16.1 %
Extremadura 28 %
Murcia 17.2 %
Andalusia 30.2 %
Canary Islands 18.7 %
Ceuta 25.7 %
Melilla 25.7 %
Up to 10
10 to 15
15 to 20
20 to 25
over 25

SOURCE: ***LABOUR FORCE SURVEY, FOURTH QUARTER 1988, INE (1999).***

1.4.11.
The following figure and table show the breakdown of the workforce by educational level and type of occupation.

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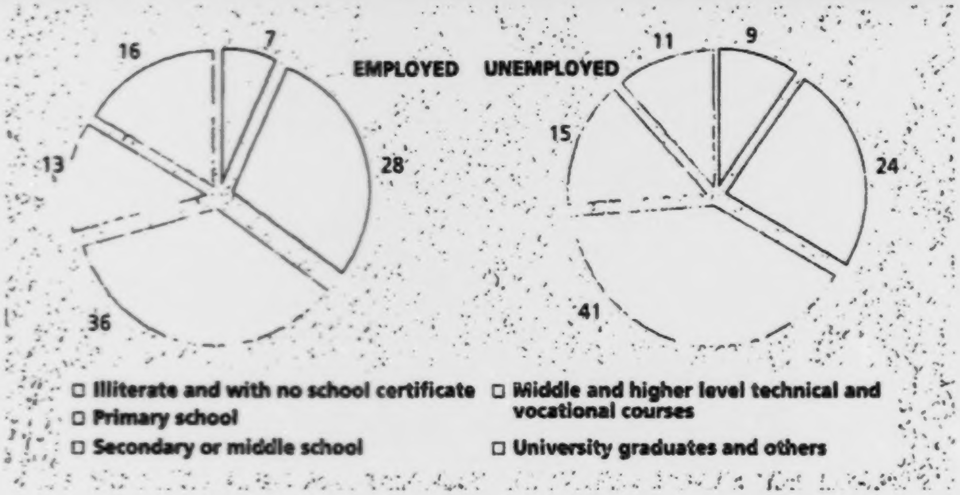
Figure 21: **Employed and unemployed populations, by completed educational level, 1997 (in %)**



SOURCE: *LABOUR FORCE SURVEY, INE (1998).*

Table 4: **Unemployed people who have previously worked, by sex and occupation, 1997**

	Men %	Women %	Men	Women
Managers of firms and in public administration	1.6	1.2	20 100	15 000
Scientists, engineers and academics	2.0	4.3	26 300	55 100
Technical and professional assistants	4.0	3.3	51 600	42 400
Office workers	3.2	9.1	41 400	115 000
Employees in catering, personal services, security and the retail trade	9.1	17.6	116 600	224 000
Skilled workers in agriculture and fisheries	2.3	0.7	29 100	9 400
Skilled craft and other workers in the manufacturing, construction and mining industries	21.5	3.0	276 200	38 400
Machine operators and fitters	8.2	3.1	105 700	39 700
Unskilled workers	27.4	23.5	352 000	297 900
Armed forces	0.1	0.0	1 400	0
Out of work for three years or more	20.7	34.1	266 600	433 100
Total	**100.0**	**100.0**	**1 287 000**	**1 270 000**

SOURCE: *LABOUR FORCE SURVEY, INE (1998).*

Chapter 2

Brief description of the education system

2.1. The current situation

Introduction

2.1.1.
The General Law on the Education System (*Ley de Ordenación General del Sistema Educativo — LOGSE*), passed on 4 October 1990, provided for a reform of the education system as it had existed since 1970.

It involves a thorough overhaul of the whole education system other than at university level. This is being put into effect gradually and the process should be completed by the 2002/03 academic year. As a result, for the time being, teaching under the old system exists side by side with courses under the new system in many schools.

The reasons underlying the reform were the social, technological, economic, political and cultural changes that have taken place in Spain in recent years and rendered the previous education system obsolete. There was a need to create a new education system more in accord with a democratic, pluralistic, open society in the process of becoming integrated into the European Union. The challenges facing Spain in terms of competitiveness, mobility and free movement of labour, demand that courses of study and formal qualifications be adjusted to common benchmarks and standardised at EU level, so that Spaniards now and in the future will not find themselves disadvantaged compared with other citizens of the European Union.

2.1.2.
In addition to those sections of the LOGSE regulating initial vocational training, which is the part which most concerns us here, a number of other laws passed since 1970 are worth mentioning in this introduction. They are:

- the Organic Law on University Reform (*Ley Orgánica de Reforma Universitaria — LRU*) of 1983;
- the Organic Law on the Right to Education (*Ley Orgánica del Derecho a la Educación — LODE*) of 1985;
- the Organic Law on Attendance and Assessment at Centres of Education (*Ley Orgánica de Participación y Evaluación en los Centros Docentes — LOPEG*) of 1995.

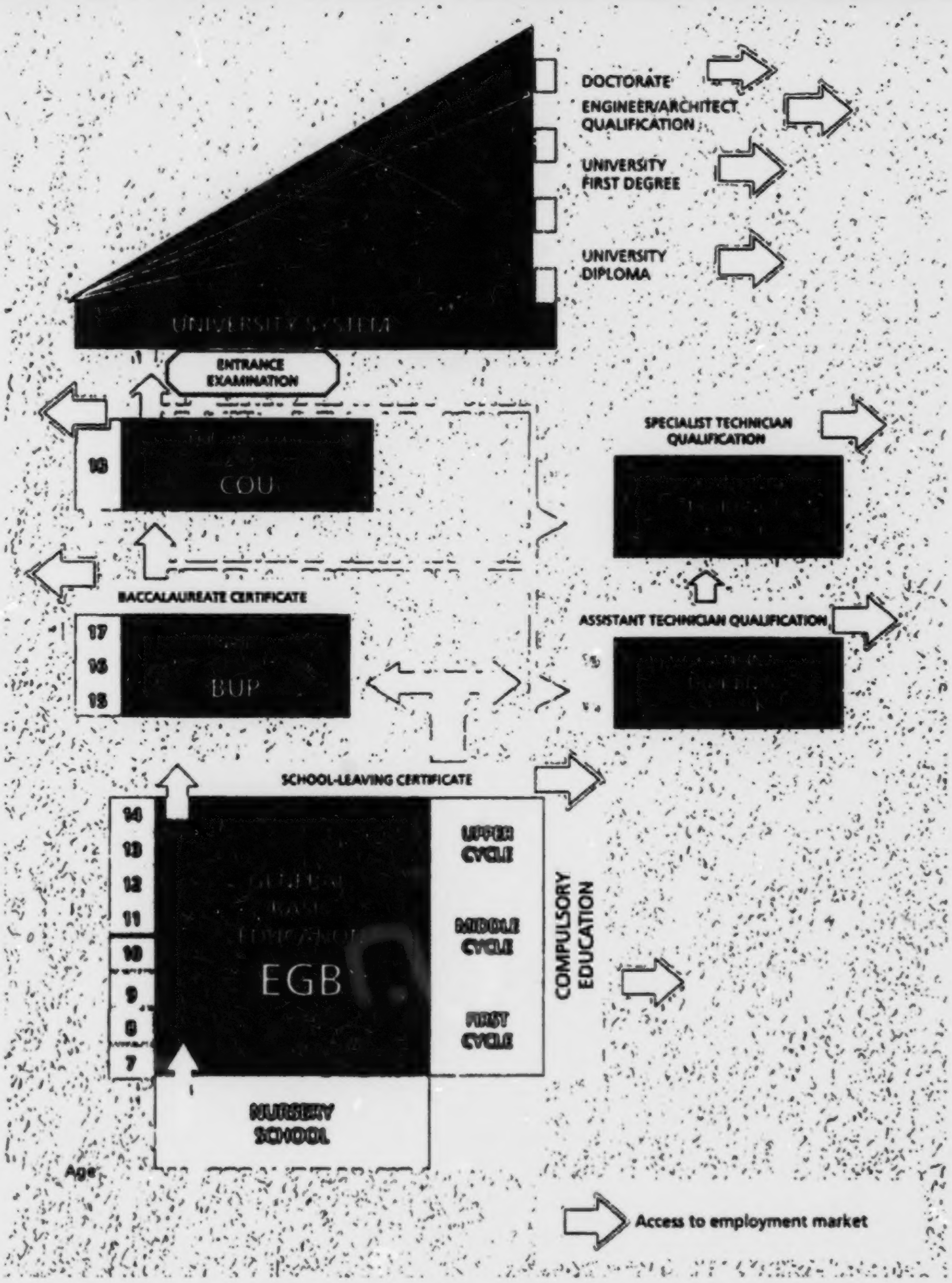
The Spanish education system under the Law of 1970

2.1.3.
In view of the fact that the old system still applies in certain centres and at certain levels of the education system, it is important, however briefly, to describe its principal features.

The General Law on Education (*Ley General de Educación — LGE*) of 1970 provided for the extension of basic general education to all those aged between 6 and 14. However, this objective was not attained until the 1980s because of the lack of funds.

At middle-school level it provides for two levels of vocational training, Level I being free of charge for those pupils going on to it after completing their general basic education. The other possibility within the secondary school system was to take a course leading to the unified baccalaureate (*Bachillerato Unificado y Polivalente — BUP*) and

Figure 22 **The education system prior to the 1990 reform (Law of 1970)**


DOCTORATE
ENGINEER/ARCHITECT QUALIFICATION
UNIVERSITY FIRST DEGREE
UNIVERSITY DIPLOMA
UNIVERSITY SYSTEM
ENTRANCE EXAMINATION
18
COU
SPECIALIST TECHNICIAN QUALIFICATION
BACCALAUREATE CERTIFICATE
17
16
15
BUP
ASSISTANT TECHNICIAN QUALIFICATION
SCHOOL-LEAVING CERTIFICATE
14
13
12
11
10
9
8
7
GENERAL BASIC EDUCATION
EGB
UPPER CYCLE
MIDDLE CYCLE
FIRST CYCLE
COMPULSORY EDUCATION
NURSERY SCHOOL
Age
Access to employment market

SOURCE: 'THE SPANISH EDUCATION SYSTEM', MINISTRY OF EDUCATION AND CULTURE (1995). FIGURE: ESIN CONSULTORES.

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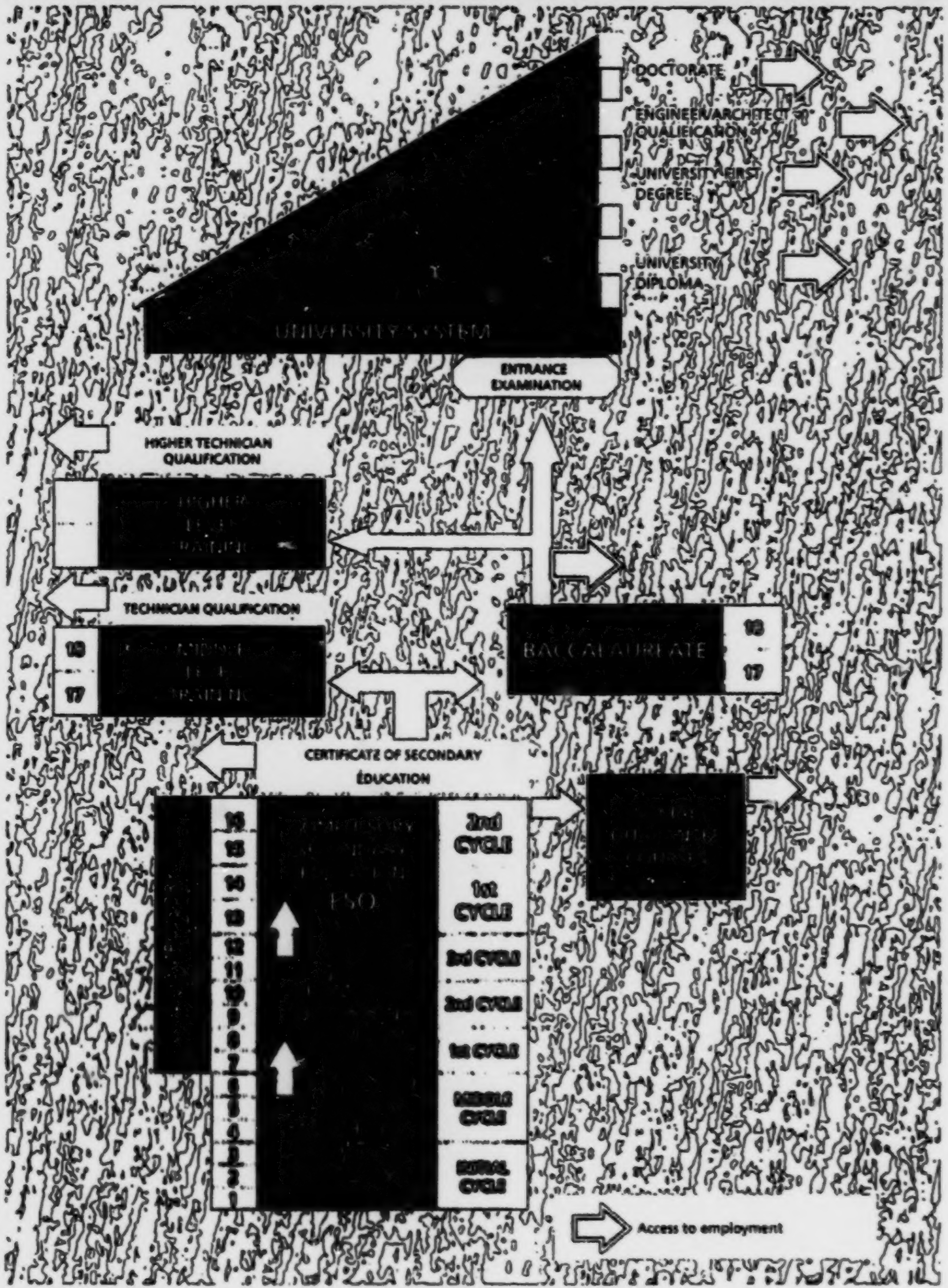
Figure 23: **The reformed education system (LOGSE 1990 and LRU 1983)**


DOCTORATE
ENGINEER/ARCHITECT QUALIFICATION
UNIVERSITY FIRST DEGREE
UNIVERSITY DIPLOMA
UNIVERSITY SYSTEM
ENTRANCE EXAMINATION
HIGHER TECHNICIAN QUALIFICATION
HIGHER LEVEL TRAINING
TECHNICIAN QUALIFICATION
18
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BACCALAUREATE
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CERTIFICATE OF SECONDARY EDUCATION
16
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4
3
2
1
ESO
2nd CYCLE
1st CYCLE
3rd CYCLE
2nd CYCLE
1st CYCLE
MIDDLE CYCLE
INITIAL CYCLE
Access to employment

SOURCE: ***MINISTRY OF EDUCATON AND CULTURE,*** *FIGURE:* ***ESIN CONSULTORES.***

subsequently follow a pre-university course (*Curso de Orientación Universitaria — COU*) in order to go on to higher education, or to opt for Level II vocational training.

The General Law on Education also regulated the various types of instruction available, that is,

- adult education enabling those who were not able to complete their schooling at various levels to make good the omission;
- specialist education in arts and languages not included in the courses of the normal education system;
- distance learning;
- special education for pupils with special needs.

2.1.4.
The various stages of the old education system are shown in Figure 23 entitled 'The education system prior to the 1990 reform (Law of 1970)'.

Table 5: **Equivalents between the 1970 and 1990 laws**

New system (LOGSE), 1990	Course	Age	Old system (LGE), 1970
Nursery school		1–6	Pre-school education
Primary education — first cycle	1st	6–7	1st cycle basic general education (EGB)
	2nd	7–8	2nd cycle basic general education (EGB)
Primary education — second cycle	3rd	8–9	3rd cycle basic general education (EGB)
	4th	9–10	4th cycle basic general education (EGB)
Primary education — third cycle	5th	10–11	5th cycle basic general education (EGB)
	6th	11–12	6th cycle basic general education (EGB)
Compulsory secondary education (ESO) — first cycle	1st	12–13	7th cycle basic general education (EGB)
	2nd	13–14	8th cycle basic general education (EGB)
Compulsory secondary education (ESO) — second cycle	3rd	14–15	1st cycle BUP/1st cycle VT I
	4th	15–16	2nd cycle BUP/2nd cycle VT I
Baccalaureate	1st	16–17	3rd cycle BUP 1st cycle VT II (specialisation) VT I to VT II access course
Baccalaureate	2nd	17–18	Pre-university course (COU) Second cycle VT II (specialisation) 1st cycle VT I

SOURCE: ***MINISTRY OF EDUCATION AND CULTURE.***

The current education and university system, under the Law of 1990

2.1.5.
The 1990 Law on Educational Reform was directed to non-university sectors of the system. It is still gradually being implemented with the aim of completion in the 2002/03 academic year as laid down in Royal Decree 173 of 16 February 1998, which amends and supplements Royal Decree (RD) 986 of 14 June 1991.

2.1.6.
The principal objectives of the reform are to:

- extend free, compulsory education up to the age of 16;
- establish a new curricular policy, whereby the autonomous communities, centres of education and pupils play a relevant part in choosing and designing the various courses, on the basis of a standard laying down the minimum number of hours and teaching content drawn up at central government level for the country as a whole. The term 'curriculum', as used here, covers the various objectives, contents, teaching methods and assessment criteria for each of the levels, stages, cycles and streams existing within the education system;
- guarantee a system of support and advice for pupils, particularly as regards the various educational options open to them and their transition from school to the world of work;
- reorganise the various levels of the education system as illustrated in Table 5 above.

Stages of primary and secondary education

2.1.7.
Primary education lasts six years and breaks down into three two-year cycles corresponding to the 6 to 8, 8 to 10 and 10 to 12 age groups. The principal aim is to provide children with a basic education enabling them to acquire such skills as oral expression, reading, writing and arithmetic as well as a basic ability to develop within their environment. This education is compulsory.

2.1.8.
Secondary education has been reorganised as follows:

— compulsory secondary education (*Educación Secundaria Obligatoria — ESO*) 12 to 16 years,
— social guarantee programmes,
— baccalaureate courses, 16 to 18 years,
— middle level vocational training,
— higher level vocational training.

2.1.9.
Compulsory secondary education is free of charge. It covers four years made up of two cycles of two years each, the first cycle being for pupils aged 12 to 14 and the second for pupils aged 14 to 16.

This stage of education is designed to broaden the scope of compulsory education up to the age of 16 in order to create a suitable basis for those wishing to start work and to bring the Spanish education system into line with those of other EU countries.

2.1.10.
The social guarantee programmes are an alternative available to pupils of between 16 and 21 years of age who have not successfully obtained a secondary school leaving certificate and have no vocational training qualification. More details will be given in paragraph 3.3.37.

2.1.11.
The new baccalaureate course lasts for two years, beginning upon completion of compulsory secondary education, Level I vocational training, second cycle of the unified baccalaureate (old system) or any middle level training course. It aims to develop pupils who are mature in both intellectual and human terms and to equip them with the knowledge and skills enabling them to perform their social functions ably and with responsibility. The incorporation in this course of basic vocational training assists pupils to decide which of the various routes to follow in order to obtain a vocational qualification.

The baccalaureate has four streams (arts, natural sciences, humanities and social sciences and technology), each of which is linked to certain university careers.

2.1.12.
Middle and higher level vocational training are explained in detail in Section 3.3.

2.1.13.
Arts courses aim to give pupils quality training in the arts and provide a means of qualification for those intending to embark on a professional career in music, acting, plastic arts and design. This again will be explained in detail in Section 3.3.

The university system

2.1.14.
The passing of the Law on University Reform in 1983 triggered a process of renewal and modernisation of university teaching. The objective was fourfold:

- to update course content and teaching methods,
- to render teaching more flexible,
- to ensure that the subject matter taught met the needs of society, and
- to adapt the system to EU directives.

2.1.15.
The Spanish university system covers both public and private universities. The latter may be run either by secular or religious bodies.

The universities are autonomous and able to decide which academic courses to offer. These may be of two kinds:

- courses leading to official qualifications valid throughout Spain;
- qualifications proper to a particular university.

2.1.16.
The fact that the universities are independent as regards what they teach means that they themselves are responsible for organising the courses they offer and for drawing up and proposing curricula leading to the various university qualifications they intend to award from the moment they have been approved by the Universities Council (*Consejo de Universidades*). In order to ensure equality of the conditions of education for all students and permit qualifications to be standardised, the government, on the proposal of the Universities Council, lays down the official qualifications, and the minimum core content to be included in the curricula.

At the same time, the universities draw up and approve their own curricula which, in addition to the core subject matter prescribed, include subjects made compulsory by the university itself, optional subjects chosen by each student from a range of possibilities within each course programme and various free-choice subjects. The latter are selected from among the standardised higher education courses and may bear no relation to a student's actual course of study.

2.1.17.
According to the Ministry of Education and Culture, university education 'is organised in cycles with specific educational objectives and independent academic value'. This model provides for five types of courses:

First cycle courses with a clear professional orientation which do not involve a second cycle (librarianship, nursing, etc.). They last three years and require a minimum of 180 credits. First cycle qualifications are a diploma, or qualification in technical architecture or engineering. However, in some cases holders of a first cycle diploma may continue studying for a related second cycle, directly, or by attending additional training courses complementing the training already received in the first cycle that are considered necessary.

Courses comprising two cycles with no intermediate qualification. In this case, teaching is organised in cycles but the first does not lead to a qualification since it does not constitute a complete cycle of academic education nor lead to a specific professional qualification (medicine, veterinary medicine, etc.). These courses may last for four or five years and require a minimum of 300 credits.

Courses covering two cycles with an intermediate qualification. In this type of course, completion of the first cycle entitles a student to the award of a diploma or qualification in technical engineering or architecture. The technical high schools offer the possibility of a second cycle course in order to obtain a degree or the title of architect or engineer.

Courses limited to a second cycle. These courses are the greatest innovation of the reform of university studies. They cover only two years and lead to an officially recognised degree or title of engineer or architect. Access to courses is gained by means of certain first cycle courses of study or qualifications.

Third cycle courses. These are courses open to holders of first degrees, engineers and architects. They are composed of two academic courses organised on a seminar basis. Their purpose is to enable students to specialise in a given field of arts, science or technology and to provide training in technical research. Students wishing to obtain a doctorate must submit and defend a thesis on an innovative research subject within a maximum period of five years.

In addition to these various routes to officially recognised qualifications, universities are free to offer specialist professional courses. These cover a wide range and are much in demand although they are not listed among the general courses. They are aimed at first degree holders, architects or engineers and at holders of diplomas and those with technical architecture and engineering qualifications. They have a clear professional bias towards the application of knowledge acquired at university. Their structure and final qualification will depend on the university concerned, although generally speaking, they cover 600 hours spread over a maximum period of two years, at the end of which the university awards a specialist qualification such as a master's degree or the like which is not, however, officially recognised.

2.1.18.

Private universities offer courses approved by the Ministry of Education and Culture in subjects such as law, economics, etc. and award their own degrees, which are recognised by employers, but not by the Ministry. Many of these private centres of higher education have scholarships available or have agreements with firms under which students may spend periods of practical training or work experience with them. The experience which a student obtains in this way eases the subsequent task of finding employment.

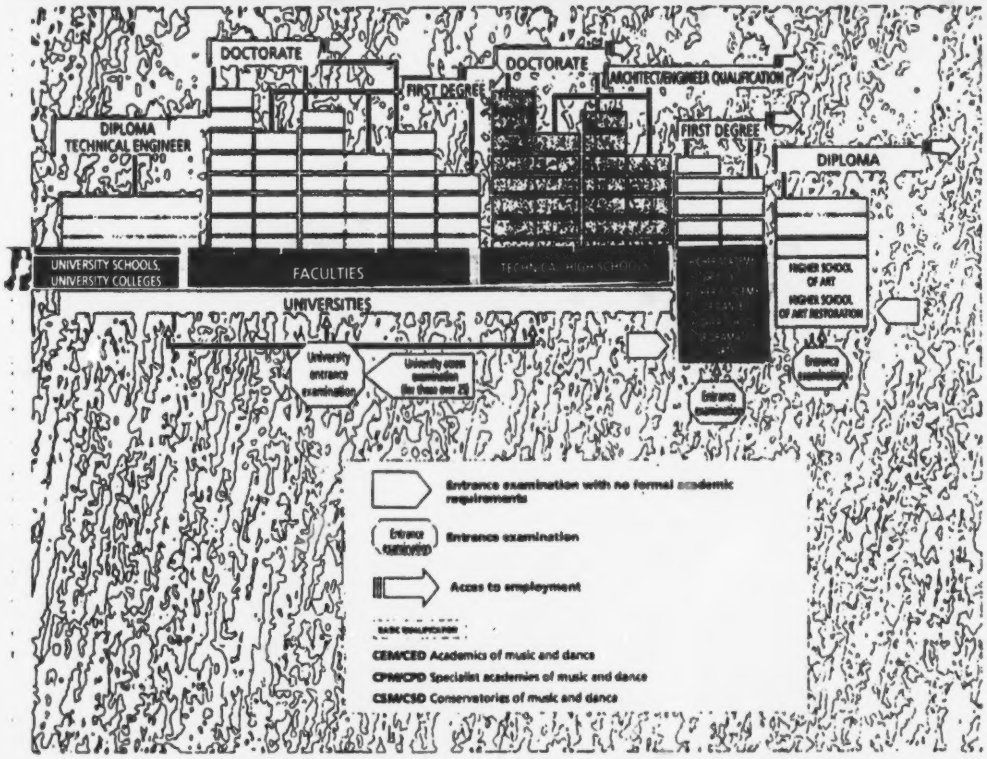
Table 6: **Number of students in higher education (1), academic years 1986/87 to 1997/98**

	1986/87	**1991/92**	**1996/97**	**1997/98 (2)**
Course duration				
* Short cycle	240 774	377 492	524 418	536 300
* Long cycle	660 661	830 877	1 019 744	1 035 000
Branches				
* Arts faculty	122 856	127 028	155 735	159 300
* Experimental sciences	72 391	93 889	110 447	111 000
* Health sciences	100 382	103 071	129 122	131 000
* Social science and law	457 502	642 146	800 381	808 000
* Technical subjects	148 304	242 235	348 477	362 000
Total	**901 435**	**1 208 369**	**1 544 162**	**1 571 300**

(1) Does not include doctorates or special diplomas.
(2) Forecast.

SOURCE: ***MINISTRY OF EDUCATION AND CULTURE, 'DATOS Y CIFRAS', DATA AND STATISTICS, ACADEMIC YEAR 1997/98.***

Figure 24: **Higher education in Spain**


DOCTORATE
FIRST DEGREE
DOCTORATE
ARCHITECT/ENGINEER QUALIFICATION
DIPLOMA
TECHNICAL ENGINEER
FIRST DEGREE
DIPLOMA
UNIVERSITY SCHOOLS, UNIVERSITY COLLEGES
FACULTIES
TECHNICAL HIGH SCHOOLS
HIGHER SCHOOL OF ART
HIGHER SCHOOL OF ART RESTORATION
UNIVERSITIES
University entrance examination
University access examination (for those over 25)
Entrance examination
Entrance examination
Entrance examination with no formal academic requirements
Entrance examination
Access to employment
CEM/CED Academics of music and dance
CPM/CPD Specialist academies of music and dance
CSM/CSD Conservatories of music and dance

SOURCE: ***MINISTRY OF EDUCATION AND CULTURE.*** FIGURE: ***ESIN CONSULTORES.***

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Chapter 3
The vocational training system

3.1. History

Origins (1)

3.1.1.
Despite the existence of precedents such as the Claudio Moyano Education Law of 1857, the first step towards creating a unitary system of vocational training in Spain was embodied in the Statutes on Industrial Teaching and Vocational Training of 1924 and 1928. It was the latter which created a network of centres to cater for the training needs of workers in the wake of the process of re-industrialisation following the First World War.

3.1.2.
During the republican period of 1931 to 1936, responsibility for vocational training was shifted from the Ministry of Labour to the Ministry of Public Education. In February 1932, the Directorate-General for Vocational and Technical Education was established with the task, *inter alia*, of updating and upgrading the 1928 statute. However, due to the political and economic turbulence of the period, very little progress was actually made.

3.1.3.
Following the civil war of 1936 to 1939, Spain entered on a period of political and economic isolation. However, the Second World War lent some impetus to industrial development that required a skilled workforce. During the period 1939 to 1942, which saw the creation of the National Institute for Industry (*Instituto Nacional de Industria — INI*, 1941), only the trade union organisation, whose scope for action was very limited by the political powers, did much towards assuring vocational training, setting up its own network of centres, which expanded from 6 in 1940 to 70 in 1950.

Vocational training between 1950 and 1990

3.1.4.
The 1955 Law on Vocational Training in Industry, which replaced the 1928 statute, sought to integrate vocational training into the general education system. Schools of apprenticeship and industrial skills were established in each provincial capital in response to the growing demand for occupational skills as industrialisation progressed. These schools later became the national vocational training centres and polytechnic institutes.

3.1.5.
Meanwhile, the Ministry of Labour, which had previously established a number of centres such as the social graduate and social training schools, collaborated with the workers' friendly societies in creating a network of 'workers' universities' (*Universidades Laborales*) under the Law 40 of 1959 to provide vocational training and technical secondary education to baccalaureate level and, later (in 1964), technical engineering programmes. By 1971, there were 17 such 'universities' in existence, attended by more than 17 000 students. Other agencies involved in vocational training for young people and adults, alongside the provision made by the Ministries of Education and Labour, were the Ministry of Agriculture, the Sub-secretariat for the

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(1) Part of the information contained in points 3.1.1. to 3.1.17. has been taken from the previous Cedefop monograph.

merchant navy and the ministries responsible for the army, navy and airforce. The church and various private bodies also ran training centres which generally provided educational programmes approved by the authorities.

3.1.6.

The trade union office for accelerated vocational training (*Oficina Sindical de Formación Profesional Acelerada*) created by the trade unions in 1957 set up a series of centres under the auspices of the Ministry of Labour to provide short, intensive training courses for workers in specific specialised fields. In April 1964, the Ministry of Labour implemented the national plan for workers' vocational training (*Plan Nacional de Promoción Profesional Obrera — PPO*), which ran a series of occupational courses in mobile centres. Part of this plan was realised in collaboration with the military (vocational courses for the armed forces).

The General Law on Education which extended basic general education to the entire population aged 6 to 14 (Section 2.1) was passed in 1970.

3.1.7.

Funding of vocational training was achieved by creating a vocational training board which imposed a vocational training levy on employers equivalent to 0.7 % of the payroll. This body was abolished in 1985 when the Ministry of Employment and Social Security assumed responsibility for collecting the levy, then set at 0.7 % of the payroll, 0.6 % being contributed by employers and 0.1 % by workers. The Ministry of Education and Science became responsible for funding regulated vocational training (*FP Reglada*) under the corresponding headings of the national budget.

3.1.8.

A number of agencies were set up in the course of the 1970s, including the Training Service (*Servicio de Acción Formativa — SAF*) in 1973 which assumed the functions of the workers' training plan (PPO) and which, later on, also acquiring responsibility for employment, became the Employment and Training Service (*Servicio de Empleo y Acción Formativa — SEAF*) which helped to lend impetus to occupational research. These services were the forerunners of the National Institute of Employment (*Instituto Nacional de Empleo — INEM*) established in 1978 and hence of occupational vocational training (*formación profesional ocupacional*) (2) policy in Spain.

3.1.9.

The economic and social agreement signed in 1984 by the principal social partners stresses 'the need to adapt vocational teaching to the new requirements of the labour market' and draws attention to 'the primary role of vocational training in overcoming shortcomings in the Spanish labour market'.

3.1.10.

At the same time a number of laws were passed. These included the Law on University Reform (LRU) of 1983 and the Organic Law on the Right to Education (LODE) of 1984. Simultaneously an institutional framework was established in order to regulate the vocational training directives issued by the education and labour authorities. This involved employers and unions in planning and following up specific measures contained in the action programmes. The General Council for Vocational Training (*Consejo General de la Formación Profesional*) created by Law 1 of 7 January 1986 includes representatives of government bodies, employers' associations (CEOE and Cepyme) (3) and trade union organisations (UGT, CCOO,

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(2) See Annex IV.

(3) See Annex I.

ELA-STV) and, from 1997, representatives of the autonomous communities. It is empowered:

- to draw up and submit to the government for approval the national vocational training plan (*Programa Nacional de FP*), linking the regulated and occupational subsystems, as will be explained in Section 3.2 and Chapter 6;
- to report on vocational qualifications and/or certificates and syllabuses, proposing equivalences, and where appropriate, standardisation;
- to assess and monitor action in the field of vocational training.

3.1.11.
A State Educational Council exists to implement the education policies of the Ministry of Education and Culture. It has responsibilities with regard to vocational training in which it is assisted by representatives of employers' and trade union organisations.

3.1.12.
Provincial regulated vocational training committees composed of representatives of the government and employers' and trade union organisations were set up by Ministerial Order of 21 June 1990 (*Boletin Oficial del Estado — BOE* of 22 June 1990).

3.1.13.
Although the autonomous communities with full authority in educational matters may, on their own account, take measures to involve the social partners, these in fact tend to be fairly similar to the general provisions.

3.1.14.
Similarly, a number of provincial committees for occupational training exist to monitor activity under INEM's occupational training programme. These committees include representatives of the social partners. With the exception of Catalonia, to which authority has only recently been devolved in this field, these committees have been set up in each province.

3.1.15.
Despite these innovations, there has been no global reform of the overall system to adapt its structure and functions to the major changes of the past 20 years — a period of rapid change in the cultural, technological and productive environment and in the organisation of Spanish society, which became a democracy with the 1978 Constitution, and is now a full member of the European Union.

3.1.16.
All this resulted firstly in a far-reaching process of experimentation followed by a period of radical rethinking within the educational/training community and society as a whole.

3.1.17.
With the objective of triggering a wide-ranging debate, the government in 1987 submitted proposals for the reform of the education and training system, supplemented in 1988 by a document specifically concerned with vocational training. Over a period of almost two years, the public authorities, employers' and union organisations, occupational groups and bodies, educational and training establishments, recognised experts and practitioners, political organisations, religious bodies and basically all sectors of the educational community aired their views on the various issues raised. The result was the publication in 1989 of a White Paper on the reform of the education system.

Vocational training since 1990

3.1.18.

Acceptance of the essential role of vocational training as a means both of combating unemployment and of fostering competitiveness and thus lending impetus to the economy as a whole led to a move to change the law so as to regulate and adapt vocational training to increasingly rapid and wide-ranging change and to the new social and political environment. The initiatives involved may be specific and relate only to a single subsystem or, as in the case of the national vocational training programme, take the form of global measures affecting the entire vocational training system.

3.1.19.

The General Council for Vocational Training drew up the national vocational training programme (*Programa Nacional de Formación Profesional — PNFP*) for 1993–96 with a view to creating and coordinating an overarching vocational training system covering the existing vocational training subsystems. These consist of regulated vocational training (managed by the education authorities), occupational training (the responsibility of the Ministry of Labour) and continuing vocational training (managed jointly by the social partners through the Foundation for Continuing Training (*Fundación para la Formación Continua — Forcem*)). The national vocational training programme is the first example of vocational training in Spain linking the various subsystems into a coherent whole.

3.1.20.

The 1990 Law on the Education System (LOGSE) resulted from the debate launched in 1987 and is an essential instrument of reform. It achieved such fundamental objectives as expanding basic education by making education compulsory up to the age of 16, the minimum working age. It also established the regime for regulated vocational training.

The 2002/03 academic year is the deadline for generalised implementation of the new model. Until then, the old and the new systems will continue to exist side by side.

3.1.21.

Royal Decree 631 of 3 May 1993 regulates the national vocational training and insertion plan (*Plan Nacional de Formación e Inserción Profesional — Plan FIP*). This is an attempt to improve the management of the occupational training subsystem in order to promote employment of jobless workers and is the responsibility of the Ministry of Labour.

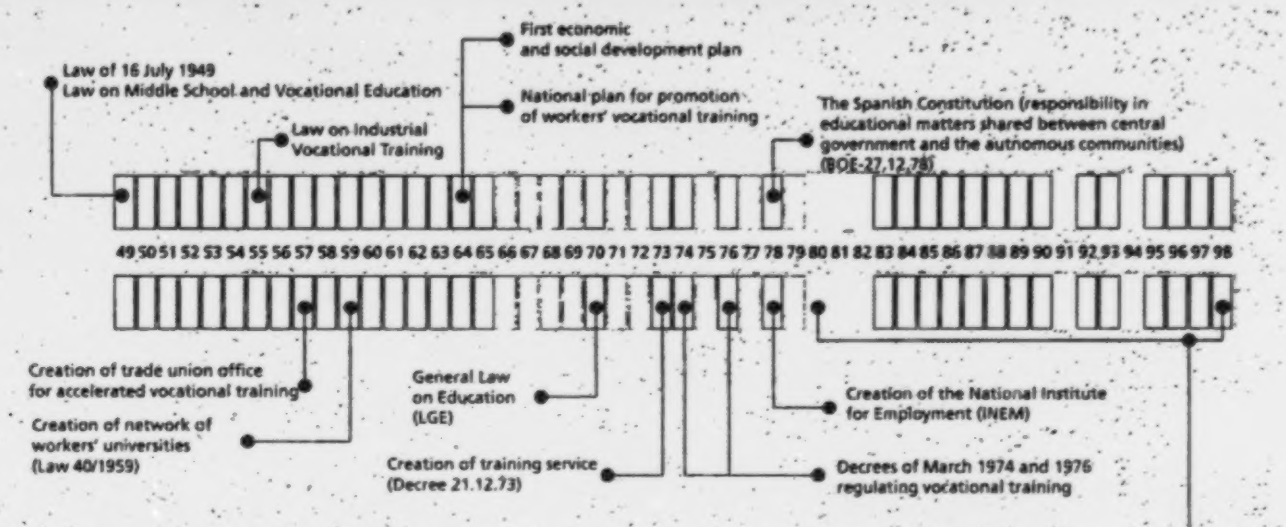
3.1.22.

The year 1993 also saw the coming into force of new regulations concerning continuing vocational training. The national agreements on continuing training concluded by the employers' organisations, trade unions and the government in 1993 and 1996 and the first and second tripartite agreements concluded in the same years, which will be discussed further in Section 3.4., illustrate the tremendous importance of training as a means of coping with market changes.

3.1.23.

The basic agreement on vocational training policy of 1996 synthesised the basic principles and general approach of the new programme and provided a framework of reference for vocational training policy until the new national vocational training programme came into effect in early 1998.

Figure 25: **Historical development of the education and vocational training systems**


Law of 16 July 1949
Law on Middle School and Vocational Education
Law on Industrial Vocational Training
First economic and social development plan
National plan for promotion of workers' vocational training
The Spanish Constitution (responsibility in educational matters shared between central government and the autonomous communities) (BOE-27.12.78)
49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98
Creation of trade union office for accelerated vocational training
Creation of network of workers' universities (Law 40/1959)
General Law on Education (LGE)
Creation of training service (Decree 21.12.73)
Creation of the National Institute for Employment (INEM)
Decrees of March 1974 and 1976 regulating vocational training

1983 Law on University Reform (LRU)
1984 Law on the Right to Education (LODE)
1985 National plan for training and employment (Ministerial Order 31.7.85)
1986 Creation of General Council for Vocational Training
1987 Plan for reform of the education system
1988 Reform of technical vocational teaching
1989 White Paper on the reform of the education system
1990 General Law on the Education System (LOGSE)
1992 First National Agreement on Continuing Training and First Tripartite Agreement on Continuing Training of Workers
1993 First national vocational training programme, 1993-96
1993 Royal Decree 676 of 7 May 1993 (Guidelines concerning vocational certificates and corresponding minimum contents of regulated vocational training)
1995 Royal Decree 797 of May 1995 (Guidelines on vocational certificates and corresponding minimum contents of occupational training)
1996 Second Tripartite Agreement on Continuing Training and Second National Agreement on Continuing Training (BOE 28 of 1.2.1997)
1997 Resolution of the Secretary of State for Public Administration of 3 February ordering publication of the Second Agreement (of 23 December 1996) on Continuing Training in the Public Service
1997 Law 19 of 7 June 1997 altering the composition of the General Council for Vocational Training
1998 Second national programme for continuing training

LOGSE preparatory documents (1987–1989)

SOURCE: ***CEDEFOP, MINISTRY OF LABOUR AND SOCIAL SECURITY, AND MINISTRY OF EDUCATION AND CULTURE.***

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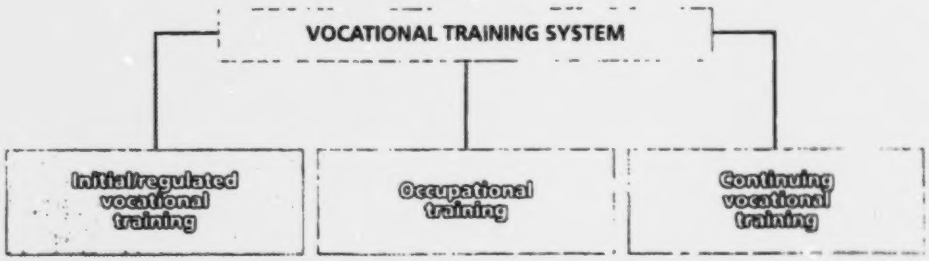
3.2. The vocational training system: general outline

Basic structure

3.2.1.
In rough outline, the Spanish vocational training system is structured as follows:

- **Initial/regulated vocational training** (*formación profesional inicial/reglada)* — under the LOGSE (*ley de ordenación general del sistema educativo*) — is the responsibility of the education authorities at either central government or autonomous community level. It is primarily aimed at young people but is also available to adults wishing to obtain the relevant school certificates within the concept of permanent education and training (see Section 3.3.).
- **Occupational training** (*formación profesional ocupacional*). This is targeted at workers who are unemployed and comes under the Ministry of Labour. It is regulated by Royal Decree 631 of 3 May 1993 on the vocational training and employment plan. Its aim as an active measure of employment policy is to encourage first-time employment and the re-employment of job-seekers by providing for qualification, requalification or updating of occupational skills validated by the issue of appropriate certificates of professional competence (see Section 3.5.).
- **Continuing vocational training** (*formación profesional continua*). This is targeted at workers in employment and is the responsibility of employers and unions (CCOO, UGT, CIG, CEOE, CEPYME) (*). It covers training given by firms, workers or their various organisations designed to enhance skills and qualifications, as well as the retraining of employed workers so as to render firms' efforts to improve competitiveness compatible with the social, vocational and personal development of their workers (see Section 3.4.).

Figure 26: **Basic organisation of the vocational training system**


VOCATIONAL TRAINING SYSTEM
Initial/regulated vocational training
Occupational training
Continuing vocational training

Responsible:
- Ministry of Education
- Autonomous communities

Responsible:
- Ministry of Labour INEM
- Autonomous communities
- Others

Responsible:
- Social partners

SOURCE: ESIN CONSULTORES.

(*) See Annex 1.

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The national vocational training programme, 1993-96 45

3.2.2.

The General Council for Vocational Training, created by Law 1/1986, was charged with submitting a national vocational training programme for government approval. In general terms the programme was to:

— underline the role and strategic function of vocational training, not merely from the point of view of acquisition of theoretical and practical knowledge. Vocational training is a basic means of providing access to employment, of matching workers' occupational profiles to social and economic requirements and of encouraging labour mobility in the new European working environment. This basically calls for a system of qualifications in line with those existing in other EU countries. All this may be said to be particularly relevant in the case of a country with a high level of unemployment such as Spain.

— structure the three vocational training subsystems, namely (long-cycle) regulated training and (short-cycle) occupational and continuing training. This covers initial vocational training and updating and retraining on the job. This process of structuring involves linking together in a single system the skills and qualifications available under the three subsystems and will constitute a benchmark for vocational guidance and the qualification of job-seekers, as well as for recognition of occupational qualifications acquired through work experience.

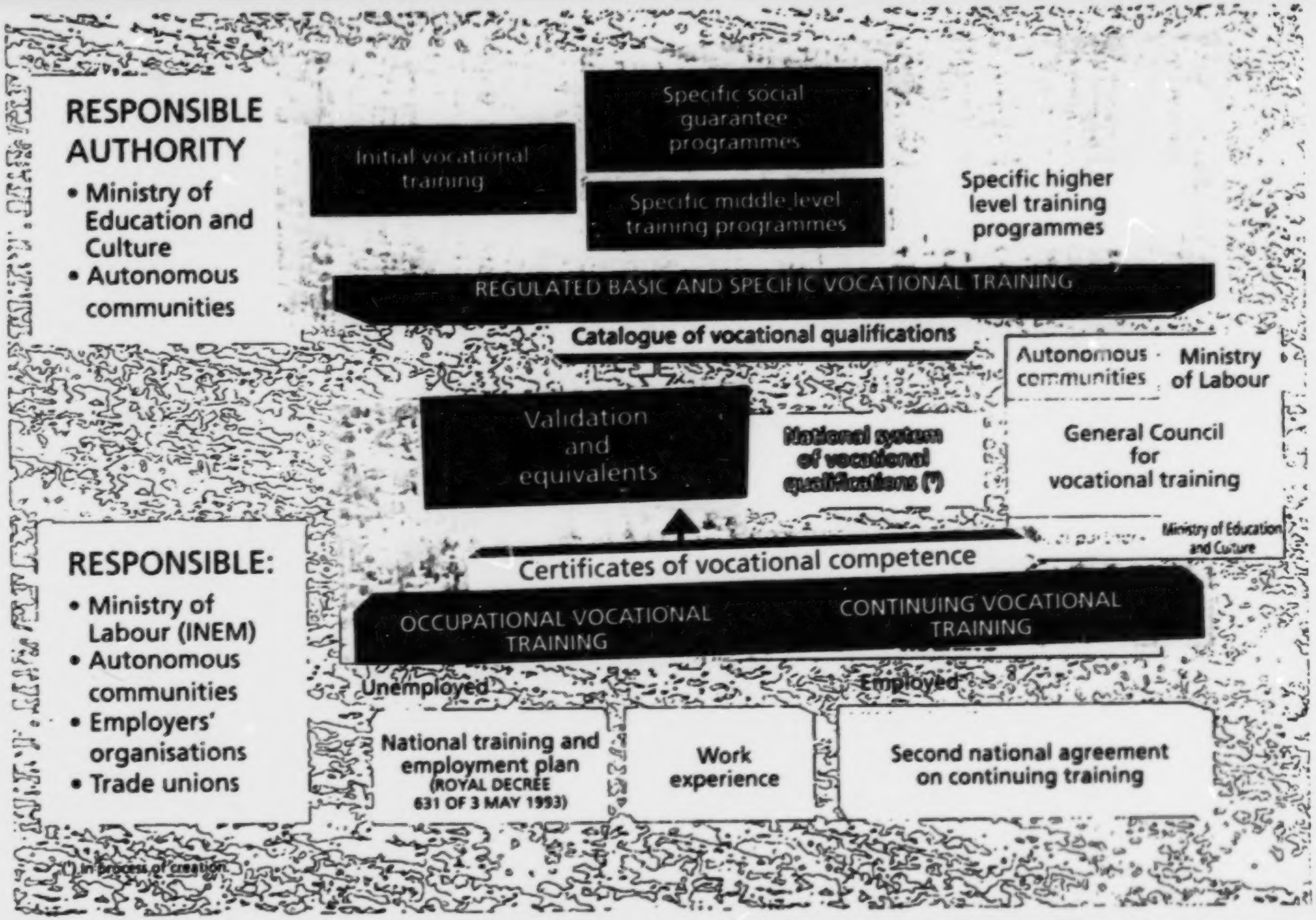
— coordinate the various vocational training plans being implemented by different bodies so as to avoid overlapping of supply or demand, coordinating initiatives and ultimately contributing to optimum use of available resources.

— exploit the potential for synergy by combining various plans, prioritising objectives, action and strategy to encourage convergence through coordinated management by all bodies involved in vocational training. This integrating function expresses itself in a standardisation of content and training methodology in each of the subsystems, permitting a correlation simplifying reciprocal recognition of training provided.

With this in view, it was decided during the period of the first programme to draw up a catalogue of vocational qualifications (RD 676 of 7 May 1993 regulating training under the aegis of the Ministry of Education and Culture). A beginning was also made on a list of certificates of professional competence (RD 797 of May 1995) in order to testify to the knowledge and skills acquired through occupational or continuing training or as a result of experience on the job. Both were drawn up taking into account the skills and qualifications needed in industry.

One objective of the first programme was to prepare and put in place a system of vocational qualifications, which would be valid at national level, permit a coordination of available vocational training and determine the equivalences between qualifications awarded under the different subsystems. As yet this objective has not been attained, although the creation of an inter-ministerial unit for vocational qualifications has been an important first step.

Figure 27: **The new national vocational training programme**


RESPONSIBLE AUTHORITY
• Ministry of Education and Culture
• Autonomous communities
Initial vocational training
Specific social guarantee programmes
Specific middle level training programmes
Specific higher level training programmes
REGULATED BASIC AND SPECIFIC VOCATIONAL TRAINING
Catalogue of vocational qualifications
Autonomous communities
Ministry of Labour
Validation and equivalents
National system of vocational qualifications (*)
General Council for vocational training
Ministry of Education and Culture
Certificates of vocational competence
RESPONSIBLE:
• Ministry of Labour (INEM)
• Autonomous communities
• Employers' organisations
• Trade unions
OCCUPATIONAL VOCATIONAL TRAINING
CONTINUING VOCATIONAL TRAINING
Unemployed
Employed
National training and employment plan (ROYAL DECREE 631 OF 3 MAY 1993)
Work experience
Second national agreement on continuing training
(*) In process of creation

SOURCE: NEW NATIONAL VOCATIONAL TRAINING PROGRAMME AND FORCEM. FIGURES: ESIN CONSULTORES.

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The new national vocational training programme, 1998–2002

3.2.3.
The new national vocational training programme drawn up for 1998 to 2002 sets out six basic objectives applying across the board within the vocational training system (see Figure 27):

- to establish a national system of vocational qualifications in collaboration with the autonomous communities to permit lifelong learning by integrating the three vocational training subsystems. This system is intended as an instrument permitting overall, coordinated, consistent and optimum management of problems relating to qualifications and vocational training affecting the various groups of people, organisations and firms;
- to equip school-leavers for entry to the world of work through cooperation between employers and schools;
- to develop an overarching system of career information and guidance;
- to guarantee the quality, assessment and monitoring of vocational training;
- to give vocational training a European framework and dimension;
- to plan the availability of training for certain groups with specific needs.

Chapter 6 contains an in-depth analysis of the new national vocational training programme.

3.3. Initial vocational training

Initial/regulated vocational training: introduction

3.3.1.
In Spain, regulated vocational training has always been one step behind general education, not only because the number of pupils involved was smaller but because of the widespread belief that those opting for vocational training did so because they were not good enough to study anything else.

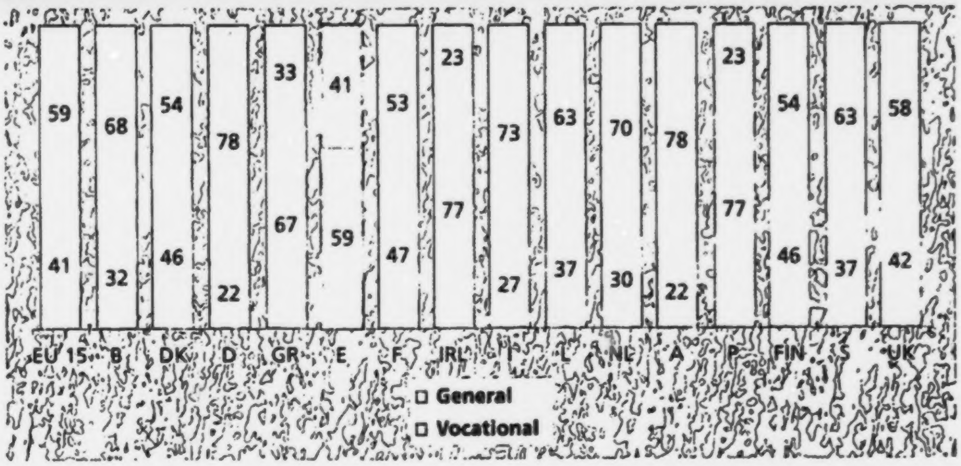
It was therefore essential to alter the system in order to provide high-quality teaching to enable pupils to become socially integrated and find a job. This was the purpose of the new national vocational training programme in defining the general objective of initial/regulated vocational training as 'to provide vocational qualifications guaranteeing employability'.

3.3.2.
The picture currently presented by available regulated vocational training is, on the one hand, of continuing provision of Level I and Level II vocational training based on the General Law on Education (LGE) of 1970, coupled, on the other hand, with gradual implementation of the new vocational training model under the Law on the Education System (LOGSE) of 1990, on which we shall place greater emphasis in this monograph.

Initial/regulated vocational education and training in Spain comprises the following:

— Social guarantee programmes (see paragraph 3.3.37),
— Level I vocational training until the 2002/03 academic year (see paragraph 3.3.3),
— Level II vocational training until the 2002/03 academic year (see paragraph 3.3.3),
— Middle level training courses (see paragraph 3.3.23),
— Higher level training courses (see paragraph 3.3.26),

Figure 28: **Proportion of participants in vocational and general education, in EU Member States, 1994 (in %)**



SOURCE: 'KEY DATA ON VOCATIONAL TRAINING IN THE EUROPEAN UNION', EUROPEAN COMMISSION (1997).

- — Level II vocational modules (these do not yet exist except in some autonomous communities),
- — Level III vocational modules (these do not yet exist except in some autonomous communities),
- — Language courses (see paragraph 3.3.43),
- — Music and dance courses (see paragraph 3.3.47),
- — Agricultural training,
- — Military training for non-commissioned officers,
- — Applied arts and crafts,
- — Plastic arts and design (middle level),
- — Plastic arts and design (higher level),
- — Higher level courses in dramatic art.

Levels I and II vocational training (Law of 1970)

3.3.3.
Given the fact that vocational training in its new form will become generalised by the year 2002/03, and that consequently the old system under the 1970 Law will gradually disappear, this monograph will concentrate mainly on the former. However, both systems currently coexist, making it necessary, however briefly, to explain the nature of Levels I and II vocational training which, as Figures 29 and 30 show, continue to cover the greater number of pupils — over 80 %.

The main features of the older form of vocational training may be summarised as follows:

- — it offered a route parallel to that leading to the baccalaureate;
- — there was no connection between the education system and the world of work.

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3.3.4.
In general the curriculum for this type of education covered three areas — a core set of subjects, applied science and practical technology. The emphasis was on practical technology, which took up approximately 50 % of the weekly timetable. This type of training therefore, combined academic and vocational subjects and was equipped with a system of validation and of equivalences with those courses leading to the unified baccalaureate.

3.3.5.
Level I vocational training was designed for pupils aged between 14 and 16 who had completed their basic general education. It functioned as a form of schooling for those who did not wish to pursue an academic course of study, but had not yet reached the minimum working age of 16.

3.3.6.
Level II vocational training, which continued on from Level I or, subject to recognition, from the third baccalaureate cycle, is a form of initial training sought after by employers. However, the lack of flexibility in content and the fact that it is made up of two or three lengthy courses does not render it very compatible with the constant changes which, due to advances in technology, have been taking place in industry.

3.3.7.
Pupils completing Level I vocational training are awarded an assistant technician certificate (*titulo de Técnico Auxiliar*) which entitles them to go on to Level II training or the second year of the unified baccalaureate course, or to start work. Those who do not successfully complete Level I training are given a certificate of school attendance.

3.3.8.
Successful completion of Level II vocational training results in the award of a specialist technician certificate (*titulo de Técnico Especialista*), affording direct access to certain technical courses at university level, or to a pre-university course (*Curso de Orientación Universitaria-COU*) where it is desired to follow another type of university course, or to employment.

Vocational training under the Law of 1990 (LOGSE): main objectives

3.3.9.
Section IV of the Law on the Education System deals with vocational training, which, in its new form, seeks to enhance its existing social, economic and educational focus by making it more work-related. The aim is to achieve specific vocational training of high quality that prepares trainees to carry out those occupations currently in demand and is capable of adjusting to any future changes taking place in industry. It is important that it should cease to be an element differentiating between pupils 'able to make the grade' and those who are not and become a means of assisting the process of entry into working life whilst not neglecting pupils' personal development.

3.3.10.
Achieving these objectives requires investigative tools which enable identification of training needs at any time or in any social and economic situation, so as to be able to create new qualifications or update existing ones. The involvement of the social partners is fundamental to this process of planning, which takes place at two levels, namely vertically by economic sector and horizontally by geographical region.

3.3.11.

Similarly, the law has combined basic general education and initial training in a single system in order to facilitate pupils' subsequent participation in middle or higher level training courses.

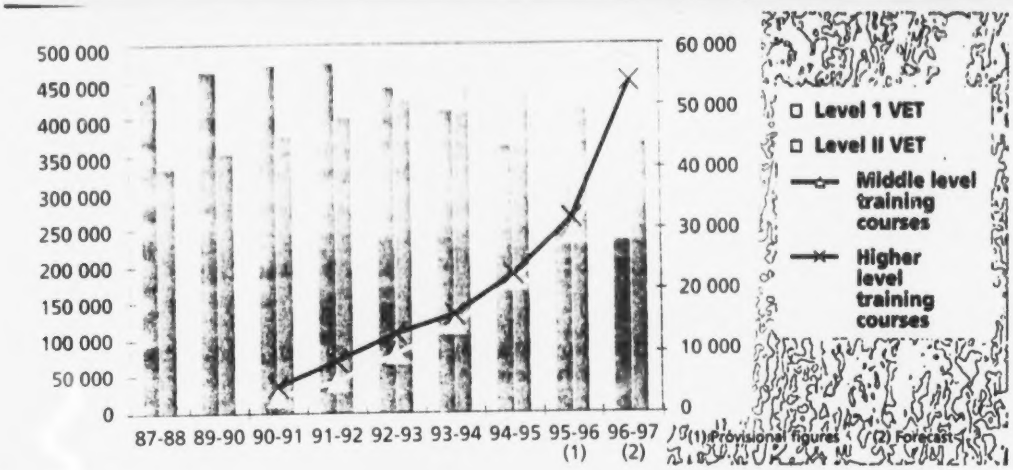
3.3.12.

The 1990 Law also seeks to bring schools closer to the world of work through cooperation in training that enables pupils to be given periods of work experience and also to bring a note of reality into their technical and social working environment, thereby opening the way to new knowledge and skills that can only be acquired on the job.

3.3.13.

Finally it should be borne in mind that the opening up of national frontiers, and the fact that any citizen of an EU country is free to work in any other, makes it vital that the Spanish system of qualifications be recognised within the EU, since only then will Spain be able to compete on a level playing field with its neighbours.

Figure 29: **Number of pupils undergoing various types of vocational training, 1987/88 to 1996/97**



SOURCE: EDUCATION STATISTICS IN SPAIN, MINISTRY OF EDUCATION AND CULTURE, (1997).

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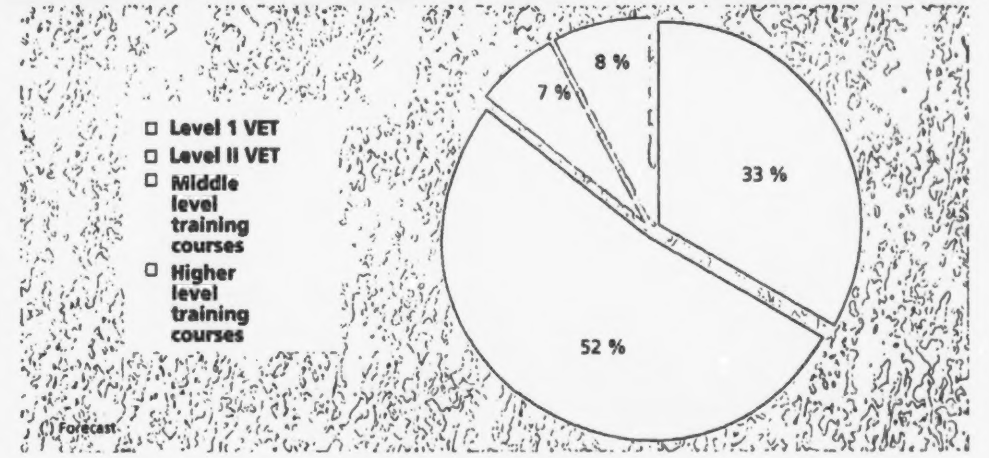
Figure 30: **Pupils in vocational training, 1996/97 (in %) (¹)**



(¹) Forecast.

SOURCE: *EDUCATIONAL STATISTICS IN SPAIN, MINISTRY OF EDUCATION AND CULTURE.*

Main innovations compared with the previous system

3.3.14.
The main innovations introduced by the new system are, in brief:

— prolonging compulsory education up to the age of 16, which is also the minimum working age;
— creating a core syllabus combining general education and vocational training able to meet the needs of all pupils, thus doing away with two separate educational routes;
— ensuring basic vocational training for all pupils;
— providing social guarantee programmes for pupils not successfully completing compulsory secondary education;
— providing access to middle and higher level training courses to those outside the education system;
— creating a twofold training option:
  1. compulsory secondary education + middle level vocational training;
  2. compulsory secondary education + baccalaureate + higher level vocational training;
— higher level vocational training courses based on the vocational training given in the baccalaureate course, making it possible directly to link middle level and higher level training;
— training courses designed on the basis of two criteria:
  1. the process of learning and assimilation of course content with a work-related aim in view, rather than the educational one under the old system;
  2. training at a training centre (*Formación en Centro de Trabajo — FCT*); a variation on sandwich-type (alternance) training, for all those pupils following training courses.

Basic vocational training

3.3.15.

Under the Law of 1990 all pupils in compulsory secondary education and pursuing a baccalaureate course are given basic vocational training.

3.3.16.

The growing importance of technology in today's society demands its inclusion in the education system, especially at secondary school level. The purpose of technological training is to provide young people with a base of knowledge, aptitudes and skills in a variety of fields so as to equip them for a wide range of occupations or to go on to more specialised studies. This, in combination with the necessary vocational guidance, permits young people to make an appropriate choice of course.

3.3.17.

Technology is an obligatory subject in compulsory secondary school courses. The Law demands that 125 hours be devoted to it in the first cycle and 70 in the second. In the fourth course pupils may choose technology as an optional subject.

3.3.18.

During the baccalaureate course basic vocational training is assured by providing instruction in certain optional subjects, thereby combining what were previously two separate educational routes, namely academic and vocational, at middle school level. After the baccalaureate, pupils may direct their studies either towards a university course or towards higher level vocational training.

Each type of baccalaureate (see Chapter 2) focuses on qualifications which are decided when selecting the subjects to be studied. Thanks to the compulsory subjects pupils acquire training suitable for all or various groups of occupations while the optional subjects concentrate on training for a specific occupation.

Specific middle and higher level vocational training

3.3.19.

Here, in contrast to the situation at other levels of the education system, reform of vocational training took place before the passing of the 1990 Law, as from the second half of the 1980s onwards experiments were being conducted with a series of Level II and III vocational modules which served as the basis for a methodology for design of the training cycles as they now exist. However, these reforms did not generally come about until the 1990 Law came into effect.

3.3.20.

Readers should remember that as far as vocational training was concerned, the 1990 Law brought in a new form of teaching and tackled the need for a major improvement in quality by moving from a system which traditionally recognised training to another which recognised occupational competence. This means that society as a whole is involved in the work of planning available instruction, especially in the various sectors of industry.

3.3.21.

Specific vocational training covers a range of knowledge and skills that are exclusively work-related and which form a link between the basic training of the core syllabus and training at the workplace. It seeks, in other words, to bridge the gap between school and work and therefore includes a substantial training component (approximately 25 %) in a real working environment thanks to cooperation agreements between schools and firms. It is organised in cycles at middle and higher level which vary in length and are modular in structure.

Apart from the work-related dimension referred to above, mention should be made of a second aspect of the new type of training, namely that of social education. This understands the objective of preparation for work in a wider sense, being concerned basically with the context in which a worker develops and with his condition as consumer or citizen possessing inherent rights and duties whether as a worker or an employer.

3.3.22.

These training cycles have been designed with a view to enhancing ability to cope with technological and social change through intensive interaction with industry. Thus:

— Training programmes are based on the concept of occupational competence expressed as an occupational profile defined on the basis of study of a given sector of industry in which the various organisations and unions concerned in the sector collaborate.

— The aim is that the training cycle should be adaptable to the needs of the social and economic environment due to the involvement of the social partners who are represented on the provincial vocational training committees or similar bodies. In this way specific vocational training is able to play a very important role in regional and local development by providing the human resources needed by industry in each separate environment.

— The law provides for the involvement of specialists in the different sectors of industry to give certain types of instruction in more advanced technology.

— The modular organisation of specific vocational training cycles is intended to constitute a means of continuing training for workers. This modular structure, which in future will typify every form of vocational training, will enable the three subsystems to be combined in a single national system of qualifications as set out in the new national vocational training programme.

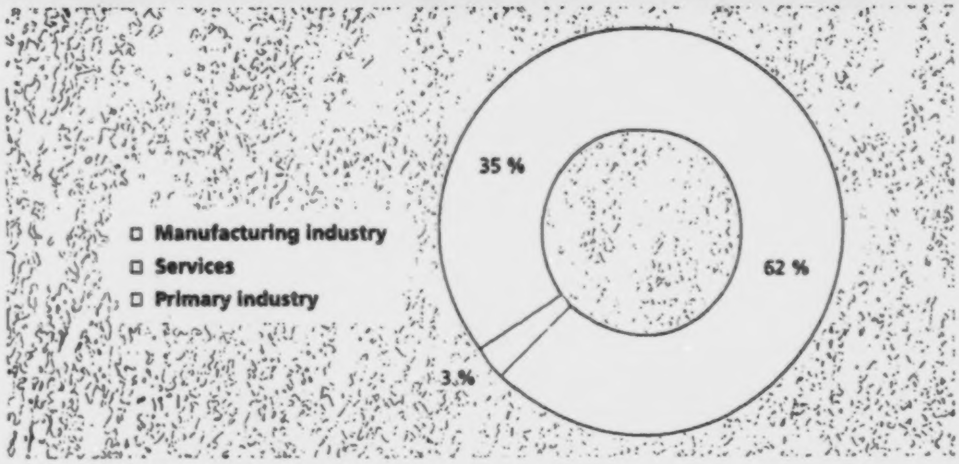
Finally, vocational guidance and training directed to job placement are seen as the function of the educational establishments. To this end the second national vocational training programme (II PNFP) introduces the idea of enhancing the occupationally related aspect of specific vocational training, by means of a training and occupational guidance module in collaboration with schools' careers guidance departments based on information provided by the employment counselling services.

Middle level training cycles

3.3.23.

Middle level vocational training is a means both of assisting the transition of young people from school to working life and of continuing training for those employed in different specialist fields. It lasts for one or two years.

Figure 31: **Participants in vocational training courses, by sector 1995/96 (in %)**



SOURCE: ***MINISTRY OF EDUCATION, STATISTICS (1997).***

The compulsory subjects break down into two types:

1. Those organised in occupationally related modules which are taught at the schools. The modules are of two types:
   - — modules relating to a unit of competence;
   - — modules of a more transversal nature:
     - relations with the working environment (*Relaciones con el Entorno de Trabajo — RET*);
     - vocational training and guidance (*Formación y Orientación Laboral — FOL*).
2. Others in the form of in-company training which take place in firms as a module of on-the-job vocational training (*Formación Profesional en Centros de Trabajo — FCT*).

3.3.24.
Access to middle level training cycles may be either direct, where the person concerned has the necessary qualifications, or by examination:

Qualifications for direct access

- — Certificate of secondary education.
- — Assistant technician qualification (Level I).
- — Completion of the second year leading to the old style unified baccalaureate.
- — Completion of the second year of the first experimental cycle under the reform of middle level education.

Qualifications for access by examination

The examination will be regulated by the education authorities. Candidates must provide evidence of knowledge and skills sufficient to enable them to benefit from the course concerned. In order to qualify for the entrance examination a candidate must fulfil a number of conditions laid down in RD 777 of 30 April 1998:

- be 18 years of age;
- have at least one year of work experience;
- have successfully completed a social guarantee programme;
- pass the examination.

The above requirements are those specified by the Ministry of Education. In some autonomous communities the situation may differ.

The examination 'will use as a benchmark the general objectives and official curricula of compulsory secondary education in force at the time and shall determine that the student possesses sufficient knowledge and skills to benefit from the vocational training module selected'.

Examination subject matter falls under two headings:

- social and cultural;
- scientific and technical.

3.3.25.

Students who successfully complete middle level vocational training are awarded a technician qualification in the field concerned. This qualifies them either for employment or for the type of baccalaureate course related to their field of specialisation.

Higher level training cycles

3.3.26.

The higher level training cycle is designed to equip young people for employment, as a means of continuing training for those already in work in specific fields, and to provide access to university courses. The duration is one or two years.

3.3.27.

As in the case of middle level training, there are two types of course:

1. Those organised in occupationally related modules which are taught in the schools. The modules are of two types:
   - modules relating to a unit of competence;
   - modules of a more transversal nature:
     - relations with the working environment (*Relaciones con el Entorno de Trabajo — RET*);
     - vocational training and guidance (*Formación y Orientación Laboral — FOL*).
2. Others in the form of in-company training, which take place in firms as a module of on-the-job vocational training (*Formación Profesional en Centros de Trabajo — FCT*).

3.3.28.
Access to higher level training cycles may be either direct, where the candidate possesses the qualifications required, or by examination:

Qualifications for direct access

- New style baccalaureate (LOGSE).
- Specialist technician qualification (Level II).
- Successful completion of a pre-university course (COU).
- Successful completion of any experimental baccalaureate course.
- A university degree.

Qualifications for access by examination

The examination will be regulated by the education authorities. Candidates must provide evidence of sufficient knowledge and skills to enable them to benefit from the course. Candidates wishing to take the examination must fulfil a number of conditions:

- be at least 20 years of age;
- the content of the examination must match the baccalaureate curricula;
- pass the examination.

Examination subject matter falls under two headings:

- General: The examination takes as its benchmark the general and curricular objectives of the baccalaureate. Candidates must pass examinations in their own language, a foreign language and mathematics.
- Specific: This part refers to a candidate's abilities in the occupational field concerned. Those providing evidence of a year of work experience in a field corresponding to the course to be taken may be exempted.

3.3.29.
Students who successfully complete their higher level vocational training are rewarded a higher technician's qualification in the field concerned. This qualifies them either for employment or for a university course.

The catalogue of vocational training qualifications

3.3.30.
Royal Decree 676 of 7 May 1993 provides that the structure, objectives, assessment criteria and content of vocational courses must be designed with the acquisition of the occupational competence required by industry in mind. There are currently 135 vocational qualifications in existence, 74 at higher technician level (higher level training) and 61 at technician level (middle level training).

3.3.31.
The structure that has been adopted for vocational qualifications seeks to meet the basic requirement that, upon completing a course, a student has acquired the knowledge and skills fitting him for a certain type of occupation.

3.3.32.
Each qualification is linked to an occupational profile which determines the type of training given. This profile is composed of a set of occupational tasks that people actually employed in this type of work are expected to perform. On the basis of an analysis of these tasks and occupational skills, a list of relevant skills is drawn up for inclusion in the training programmes concerned.

Table 7: Example of higher level vocational training

AIRCRAFT MAINTENANCE TECHNICIAN (higher level)

Occupational profile

General competence: The general requirements for vocational qualification in this field are:

— to perform preventive and corrective maintenance of fixed-wing and rotary wing aircraft, their flight-related systems, equipment and components (electrical, navigation, communication, automatic pilot systems, computers and indicators), work being carried out in the hangar, on the apron and in the workshop, and

— to participate in management of the work, all in accordance with relevant regulations and to a specified level of quality and safety. The technician will always work under the general supervision of engineers or industrial engineers.

Units of competence:

1. To maintain the aircraft's electrical and instrument systems and their sub-assemblies and electrical and electronic components or those of other systems and aeronautical engineering services.
2. To maintain the installations, sub-assemblies, components and elements of the aircraft communication and navigation systems, land-based auxiliary systems and automatic pilot systems.
3. To maintain the aircraft computer systems and the sub-assemblies, components and elements thereof.
4. To assist in the management of maintenance, cooperating with, and/or controlling, parts of its logistics, deciding in certain cases as to aircraft flightworthiness.

Training (2 000 hours)

Training modules (subject/hours)

1. Aircraft electrical systems and associated components (190 hours)
2. Instrumentation, flight recording and maintenance systems aboard the aircraft and their components (195 hours)
3. Aircraft generators and mechanical systems (155 hours)
4. Aircraft communication and navigation systems and related components (190 hours)
5. Automatic pilot, flight management and flight environment systems (200 hours)
6. Theory of operation and maintenance of aircraft computer systems (200 hours)
7. Legislation governing maintenance and maintenance organisation (100 hours)
8. Basic electrical and mechanical maintenance techniques (130 hours)
9. Aircraft safety maintenance (65 hours)
10. Aircraft construction and navigation (65 hours)
11. Relations in a working environment (65 hours)
12. Training at the workplace (380 hours)
13. Training and work guidance (65 hours)

SOURCE: CATALOGUE OF VOCATIONAL TRAINING QUALIFICATIONS, MINISTRY OF EDUCATION.

3.3.33.

Each occupational skill or mark of competence involves a number of 'performance criteria' which determine whether the product of work is acceptable. The tasks involved are grouped into units of competence which are common to all the organisations in a given sector of industry.

3.3.34.

As required by law, the training modules are coherent units of specific vocational training which must be completed and certified in order to attain the qualification concerned. They are considered equivalent to the terms 'subject matter' and 'area' in general education. A module is made up of three curricular elements, namely the objectives expressed in terms of final ability, the assessment criteria needed to determine whether a candidate has successfully completed the course or not, and the content. These three elements are formulated so as to constitute the basic occupational skills required throughout the country and also to be adaptable to the particular characteristics of students and of the industrial environment of the training firms. Any modifications always take account of certain minimum requirements, which include the following aspects of the curriculum:

- its general objectives;
- the occupational modules necessary for each cycle as laid down in Article 9;
- the total duration of the training cycle;
- the objectives in terms of ability and the basic assessment criteria for the vocational training modules;
- the basic content of the occupational modules associated with a unit of competence, the basic occupational or transversal modules and the vocational training and work guidance module.

The central government authorities are responsible for designing 55 % of the curriculum in those autonomous communities which have their own language and for 65 % in those which speak only Spanish.

3.3.35.

In the words of a publication of the Ministry of Education and Culture entitled '*Essential elements of vocational training qualifications*' (*Elementos esenciales de los títulos de Formación Profesional*), 'The modular design of training, which takes account of the value and significance for employment of the relevant units of competence, is a cornerstone of the new vocational training system, since apart from ensuring that trainees meet the requirements of industry, it also enables them to achieve another two objectives of primary importance'.

These are:

- to establish equivalent qualifications and validated experience through actual work and occupational training, thereby enabling the adult population on the one hand, to consolidate learning and work experience in terms of educational qualification and, at the same time, enabling those with vocational qualifications to work in those fields which require a certificate of ability from other government bodies;
- to offer the adult population a modular form of training which facilitates and encourages progress towards an occupational qualification.

Table 8: Existing occupational families

1. Agriculture
2. Athletics and sports
3. Maritime occupations and fisheries
4. Public administration
5. Graphic arts
6. Retailing and marketing
7. Visual and sound communication
8. Building and construction
9. Electrical and electronic engineering
10. Mechanical engineering
11. Hotel and tourism
12. Public relations
13. Food industry
14. Information technology
15. Wood and furniture
16. Motor vehicle maintenance
17. Maintenance and industrial services
18. Chemical industry
19. Health
20. Socio-cultural and community services
21. Textiles, clothing manufacture and furs
22. Glass and ceramics

SOURCE: *MINISTRY OF EDUCATION, CATALOGUE OF VOCATIONAL TRAINING QUALIFICATIONS.*

Methods used to design and update training qualifications

3.3.36.
The Catalogue of vocational qualifications (*Catálogo de Títulos Profesionales*) was drawn up using a methodology similar to that employed in other countries of the European Union.

This methodology, which was also employed to revise and update available training, was used at national level and involved the following stages:

1. **Sectoral research** was carried out by INEM with the assistance of the social partners and experts from the world of work. Information concerning those starting their first job, which provides first-hand information as to how far available training matches up to labour market requirements and other mechanisms, was provided in order to ensure that qualifications were in line with technological and social change. At the same time, documentation concerning the future development of occupations, diplomas and qualifications required in neighbouring countries was studied.
2. **Working groups**. These groups composed of experts in the fields of technology and education have been asked to conduct a functional analysis of the processes of production on the basis of such variables as technology, work organisation and social and working conditions. This will make it possible to **pinpoint those functions** that those concerned must carry out in order to achieve the objectives of any industrial organisation.

3. These functions are expressed as **marks of competence**, defined as a set of occupational activities and abilities expressing what people must be capable of doing under present working conditions and what may be expected of them in future. These marks of competence must be valid and applicable to all organisations with a similar purpose.
4. The various marks of competence are grouped together into different **occupational profiles**.
5. Using the occupational profile for each qualification as reference, **the knowledge, skills and basic attitudes needed** to achieve the necessary degree of competence for each profile are defined.
6. The **curriculum is given a modular structure** based on units of occupational competence and, at the same time, the abilities defining a skilled person that need to be ultimately acquired are laid down along with the assessment criteria. The curriculum is flexible so as to be adaptable to any social and economic environment, but always meets certain basic minimum requirements.
7. The methodology allows for a stage at which a **comparison of the qualifications and the occupational certificates** is made with the assistance of the social partners, occupational experts and other government bodies, which might have something to say or some contribution to make towards their improvement.
8. Finally, once the Royal Decrees laying down the minimum training required for the new occupational qualifications have been published, each education authority at regional level will set up the appropriate working groups charged with developing, rounding off and adapting courses to their social and economic environment, always having regard to the minimum curriculum requirements. Once the changes considered necessary have been determined a process of scrutiny is conducted at provincial level. This has two aspects:
   - Internal: the proposed curricula submitted by the working groups are assessed by the centres which give training related to the occupational field concerned.
   - External: assessments are carried out by the employers' and trade union organisations most concerned with the particular sector of industry at regional level.

Social guarantee programmes

3.3.37.

Article 23(3) of the 1990 Law on the Education System laid down that 'specific social guarantee programmes shall be organised for pupils who do not attain the objectives of compulsory secondary education in order to assure them of a basic and vocational training enabling them to enter working life or pursue a course of study in the various courses regulated by the present law, and particularly courses of middle level specific vocational training, by the procedure laid down in Article 32(1) of this law. The local authority may cooperate with the education authorities in order to develop such programmes'.

3.3.38.

The following basic characteristics of these programmes may be deduced from the wording of the article:

- They are programmes which, though falling within the field of competence of the educational authorities, cannot be considered strictly as belonging to the education system since they do not form part of it, at any level or cycle. They are directly related to compulsory secondary education without being part of it or a variation thereof.

— This is a measure which has been introduced in order to combat and avoid academic failure and the abandonment of studies. It is a solution which seeks to prevent young people leaving the relevant level of compulsory education without obtaining a formal certificate that would be essential should they desire at any time to resume their education.

— The programmes have two objectives:

- to permit young people to become integrated into working life thanks to their acquisition of the technical knowledge needed to perform a given type of work at a level lower than that at which they would be working had they completed middle level specific vocational training.
- to prepare and facilitate in a preparatory and preventive way, a return to the education system, particularly through the examination giving access to middle level vocational training.

3.3.39.

Generally speaking, those at whom these programmes are targeted are young people of between 16 and 21 who have not successfully completed their compulsory secondary education and have no vocational qualification. However, among others, the following groups of young people may also benefit from these programmes:

— pupils leaving compulsory secondary education and at risk of abandoning their education or those who have already done so;
— pupils at the current Level I vocational training centres at risk of abandoning their education;
— young people belonging to socially disadvantaged groups;
— pupils with special needs due to handicaps;
— young people confined in penitentiary institutions;
— young people under 21 who are performing their military service and lack a minimum vocational qualification.

3.3.40.

The curricular focus of the social guarantee programmes is determined by their purpose, namely the acquisition of skills and knowledge needed in order to carry out a given occupation and preparing trainees for a return to the education system.

These programmes retain the structure and objectives of basic education in that they combine vocational training and general education with the twofold intention of equipping trainees for an occupation and integrating them into society. There are three training components:

— **Specific vocational education** (*formación profesional específica — FPE*): This has the purpose of preparing pupils for working life in jobs that do not call for a middle level vocational qualification. It includes practical training and the theoretical instruction necessary to acquire the relevant skills. Its structure is modular with a view to facilitating accreditation and validation, where appropriate, for specific vocational training in other fields. This component defines the specific occupational profile for which a trainee will be given training. The training process basically takes place in the workshop.

— **Work training and guidance** (*formación y orientación laboral — FOL*): The objective here is to familiarise the trainee with the legal regulations governing employment and working conditions in the field concerned and to equip him/her with the resources and guidance necessary to seek a job or become self-employed.

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- **Basic training** (*formación básica — FB*): This seeks to offer trainees the possibility of acquiring, or adding to, the general basic knowledge and skills aimed at by compulsory education which are necessary to ensure a satisfactory degree of social and working integration and, where relevant, to be able to continue studying, particularly through middle level vocational training. The content and methodology is adapted to the specific characteristics of each pupil. It has three components, two specific (mathematics and language) and a third social and cultural.

The tutorial method adopted for these programmes is particularly relevant to the groups targeted. The teacher has to increase his involvement in curricular planning and to take decisions in order to adapt the programme and curriculum to the particular type of trainees and their environment.

3.3.41.

The new national vocational training programme calls for collaboration between the educational and labour authorities in designing a series of inter-related measures, strategies and programmes which, through their coordination, favour and help the groups of people involved to become integrated in the world of work. It gives priority to young people who have failed to complete their compulsory secondary education and to obtain a certificate and offers them another chance to find work through means such as training contracts.

3.3.42.

The social guarantee programmes use four methods according to the characteristics, needs and expectations of trainees.

Introduction to work (*iniciación profesional*): The primary aim here is to train pupils to continue studying. The courses last an academic year and are given in both public sector and privately run centres. They are aimed at young people aged between 16 and 21 who have not successfully completed their compulsory secondary education or who have abandoned school without anything more than a certificate of secondary education (*graduado escolar* — see Figure 22).

Practical work under these programmes is voluntary and may cover up to a maximum of 150 hours. At the end of the programme, the student is awarded an academic certificate issued by the centre and a certificate of competence issued by the provincial authority.

Training/employment (*formación-empleo*): This method is basically intended to ensure that trainees are placed in work by giving them their first opportunity of work experience. It lasts for one year (six months training and six months worked-based training under contract) and is provided by local authorities and employers' associations. It is aimed at young people of between 16 and 21 who have left school without any more than a certificate of secondary education and are basically first time job-seekers, motivated to work.

On completion of the programme, a pupil is awarded an academic certificate in the form of a certificate of occupational competence issued by the provincial authority.

The training workshop (*talleres profesionales*) method seeks to develop and consolidate positive attitudes to social involvement and to encourage trainees to regain enthusiasm for learning. The courses last a year and are provided by non-governmental organisations. They are aimed at young people of between 16 and 21 who have left school and have become marginalised or who are at social risk and have difficulties in adapting to a school or work environment.

On completion of the programme, a pupil is awarded an academic certificate issued by the provincial authority and a certificate of occupational competence.

Finally, the programmes for pupils with special educational needs prepare those concerned for work in jobs compatible with their handicaps, whether in a normal or a sheltered working environment. These programmes cover two academic years and are aimed at young people aged between 16 and 21 who are handicapped and are still attending normal school in ordinary centres, but have failed to achieve the objectives of compulsory secondary education and have no vocational training qualification.

Practical training is provided in both public sector and privately run centres, whether ordinary firms with normal or sheltered employment, or special employment and training centres providing training in this specific area.

On completion of the programme, a pupil is awarded an academic certificate issued by the centre and a certificate of occupational competence issued by the provincial authority.

Language learning

3.3.43.

The globalisation of the economy and the increase in commercial and cultural interchanges encouraged by technological advance have rendered a knowledge of other languages indispensable in order to obtain employment. This explains the spectacular increase in demand for this type of course.

3.3.44.

Although there are a large number of organisations and centres devoted to language teaching, the law only regulates those courses provided in official schools. These are included among the special regime schools.

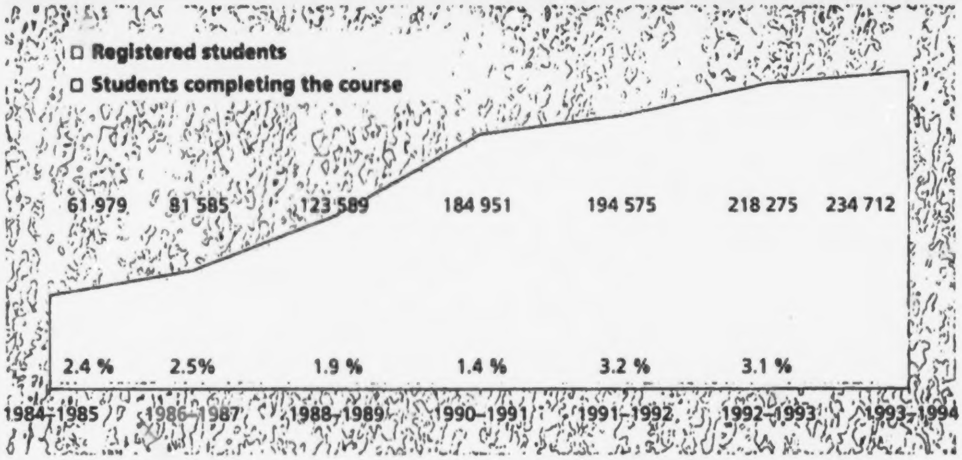
Official language schools promote in particular the study of European languages as well as the other co-official languages of Spain (Catalan, Galician and Basque). They can provide refresher courses and further training for adults in employment.

Unlike other types of vocational teaching, language teaching takes place on a part-time basis in parallel with other courses, either as a leisure activity or as a complementary type of training. This explains why the great majority of language students do not complete their studies (see Figure 32 below).

3.3.45.

In order to access courses run by the official language schools, students must have completed the first cycle of compulsory secondary education, or hold a certificate of secondary school education or a certificate certifying completion of primary school.

Figure 32: Number of students attending language courses, 1984/85 to 1993/94



SOURCE: *'EDUCATION STATISTICS IN SPAIN', MINISTRY OF EDUCATION AND CULTURE (1997).*

3.3.46.
The first level of foreign language teaching is divided into two cycles, an elementary cycle of three years and a higher cycle of two years.

Teaching at elementary cycle level involves basic instruction in the language concerned and the acquisition of basic communication skills. The higher level cycle enhances students' mastery of the language and enables them to express themselves both orally and in writing.

Students successfully completing the elementary cycle are awarded an academic certificate and those completing the higher cycle a certificate of proficiency.

Courses in the arts

3.3.47.
Article 38 of the Law of 1990 states that 'Courses in the arts shall aim to provide students with artistic training of a high quality and guarantee the qualification of future professionals in the fields of music, dance, dramatic art, the plastic arts and design.'

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(a) Music and dance

3.3.48.
Courses in music and dance are at three levels:

Elementary: This is four years in length. The criteria for admission at this level are laid down by the authorities who take into account *inter alia* the ideal age to begin such a course. An appropriate certificate is issued on completion of an elementary course.

Middle level: This is composed of three cycles, each of two academic years. Candidates for admission must pass a specific test. Entry to a course without having completed the preceding ones is also possible by demonstrating possession of the knowledge and skills necessary to benefit from the relevant course.

Successful completion of the third cycle of middle level courses in music or dance entitles a person to an appropriate certificate. Those students completing the third cycle of middle level training are awarded a baccalaureate certificate, if they also pass the examination in the common baccalaureate syllabus. The education authorities must afford students the opportunity of combining a course in music or dance with general education. To this end, special centres have been set up and a system of validation and recognition of equivalences between the two types of course exist.

Higher level: This is equivalent to a university first degree course. It comprises a single cycle of a duration determined by the type of course involved.

Access to this final level of music or dance course is governed by a candidate meeting the following requirements:

- a baccalaureate;
- completion of the appropriate courses in the third cycle of middle level studies;
- successfully passing the special entrance examination laid down by central government, in which the candidate must provide evidence of possessing the appropriate knowledge and skills to benefit from the course.

Despite the conditions set out above, it is possible to gain admission to the higher level courses without the specified academic qualifications as long as the candidate is able to show that he or she possesses the relevant knowledge and skills at middle level and the ability to benefit from the course.

Those students who satisfactorily complete the higher level courses are entitled to a higher certificate in the subject concerned. This is the equivalent to a university first degree.

3.3.49.
Regardless of what has already been said, it is possible to pursue a course in music or dance at certain schools without any age limitation, though this cannot ever lead to an academic or occupational qualification. The organisation and structure of such courses differ from those referred to above, which are regulated by the education authorities.

3.3.50.
A person wishing to teach music or dance must be in possession of a first degree, an engineer or architect qualification, or the equivalent for teaching purposes, and have attended a teacher training course.

(b) Courses in drama

3.3.51.
Courses in drama only exist at higher level. Those successfully completing the course are awarded a qualification in drama equivalent for all purposes to a first university degree.

3.3.52.
The requirements for access to courses in drama are:

- a baccalaureate;
- passing a special examination laid down by the government to assess maturity, knowledge and ability to benefit from such a course.

However, as in the case of music and dance, admission to these courses without fulfilling the stipulated academic requirements is possible, where the candidate is able to show that he/she possesses the specific skills necessary to benefit from the course.

3.3.53.
Those wishing to teach drama must be in possession of a first degree, an engineer or architect qualification or the equivalent for teaching purposes, and have completed the specified teacher training course.

(c) Plastic arts and design

3.3.54.
Training in the plastic arts and design includes courses in the applied arts, crafts, the graphic arts and heritage conservation and restoration. These are organised as specific training courses (see Section 3.3.19 above).

3.3.55.
Candidates for this type of course must fulfil a number of requirements:

- to qualify for a middle level course in plastic arts and design, a candidate must hold a certificate of secondary education and demonstrate the necessary aptitude by passing an examination;
- entrance to higher level courses in these fields requires a baccalaureate and, as in the case of middle level courses, successfully passing an aptitude test. Those who have obtained their baccalaureate in certain related subjects may be exempted from the examination.

However, it is also possible to gain admittance to both middle and higher level courses without meeting the academic requirements laid down, so long as the candidate is at least 20 years of age and is able to demonstrate that he/she possesses both the knowledge and skills appropriate to the educational level and the ability to benefit from the course concerned.

3.3.56.
These courses include practical work in firms, studios and workshops, as well as the undertaking of projects decided on during the course.

With the exception of the middle level and higher level vocational modules, courses in artwork conservation and restoration are considered higher level studies. Students successfully completing the course are awarded a certificate of qualification, which is, to all intents and purposes, equivalent to a university diploma.

3.3.57.

To qualify for a higher education course, students must possess a baccalaureate and pass an official entrance examination to assess their maturity, knowledge and ability to benefit from the course.

Here again, it is possible to access the course without the above-mentioned qualifications, subject to being over 20 years of age and passing an aptitude test.

Training workshops and craft centres

3.3.58.

Training workshops (*escuelas taller*) and craft centres (*casas de oficios*) are government-run training and employment programmes lasting one or two years, which come under the National Institute of Employment (INEM) which, in turn, is responsible to the Ministry of Labour and Social Affairs. Although these courses are included in the national occupational training plan (see Section 3.5), they tend to be considered separately. They are locally organised and, whether they exist or not, is determined by a study of the economic and job creation potential in the region concerned, with a view to ensuring that trainees will subsequently obtain employment.

3.3.59.

Training workshops and craft centres may be organised by:

- central government bodies,
- autonomous communities,
- local or provincial authorities, etc.,
- independent organisations,
- state companies and other public sector bodies,
- non-profit associations and charitable foundations.

3.3.60.

The basic objective of these initiatives is to enable young people aged under 25, who are unemployed and generally have had no previous vocational training, to acquire a qualification through programmes combining theoretical instruction with actual work in the field of heritage conservation and restoration, or preservation of the environment.

On completion of the programme, trainees will have learnt a trade enabling them to find work or set up on their own account. Many of these trades, especially those which are craft-related, have almost disappeared and are consequently in heavy demand, so that the chances of finding a job are good.

Table 9: Number of training workshops and craft centres, and of trainees, 1996

	Centres		Trainees	
	Number	%	Number	%
Training workshops	635	78.40	26 538	83.80
Craft centres	175	21.60	5 130	16.20
Total	**810**	**100.00**	**31 668**	**100.00**

SOURCE: INEM (1997).

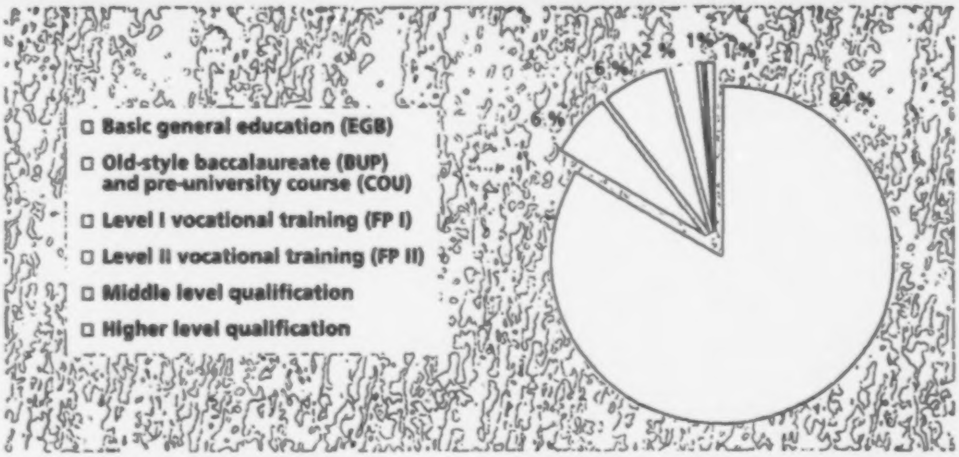
3.3.61.
As Table 10 shows, of the 31 668 students taking part in one of these programmes in 1996, 67.8 % were males. Most of those concerned had a low level of education and about half were between 20 and 24 years of age.

Table 10: Trainees attending training workshops or craft centres, by sex and age group, 1996 (in %)

By sex	
Male	67.8
Female	32.2
Total	**100.0**
By age	
16–17	30.6
18–19	24.5
20–24	43.5
Over 24	1.4
Total	**100.0**

SOURCE: INEM (1997).

Figure 33: Students at training workshops or craft centres, by educational level, 1996 (in %)



SOURCE: INEM (1997).

3.3.62.
Training workshops and craft centres offer courses in 14 occupational fields, of which building, carpentry and joinery and the environment account for over 75 % of trainees. Each centre runs courses in one or more special fields, depending on their field of activity.

3.3.63.
Training workshop programmes last a maximum of two years and craft centre programmes one year. During the first six months students receive theoretical instruction. At the end of this period they are given a training contract by the organising body and begin to gain experience of paid employment. Since the basic aim of these programmes is actual job placement of the students, those wishing to set up on their own account are given advice and technical support by the enterprise centres until the viability of the project is assured.

3.3.64.
Allowance is also made for the possibility of a working trainee, who has not completed his compulsory secondary education under the Law of 1990, being given the chance to complete it through specific supplementary education programmes.

3.3.65.
On completion of the programme, pupils are awarded a certificate issued by the organising body, which states the number of hours of training, the qualification acquired and the training modules completed. This certificate may be validated in due course and converted into a certificate of professional competence provided for under the national vocational training and insertion (FIP) plan or by a crediting of specific vocational training modules under the 1990 Law (LOGSE).

Table 11: **Trainees attending training workshops or craft centres, by occupational field, 1996 (in %)**

Field	%
Handicrafts	1.2
Graphic arts	0.3
Communication	0.4
Building construction	47.7
Steel construction	8.0
Electricity	2.6
Hotel and catering	0.1
Carpentry and joinery	15.8
Environment	14.0
Gardening	7.9
Furs and leather	0.1
Community services	1.2
Welding	0.1
Company management	0.8
Total	**100.0**

SOURCE: INEM (1997).

3.3.66.
Between 1985, when these programmes began, and 1995 some 2 095 training workshops and 1 087 craft centres were created and attended by a total of 159 385 student workers with 25 673 instructors.

3.3.67.
The self-evaluations conducted by INEM to ascertain the level of job placement resulting from these programmes showed that 60 % of trainees find work on completion of training. 15 % of them set up on their own account.

In 1994, 40 % of young people under 25 who had completed some type of INEM occupational training course, found employment, 17 percentage points more than among those who had not taken part in such a course. This means that the percentage of those finding work after undergoing training at a training workshop or craft centre is 20 points higher than in the case of other types of INEM training and 37 points more than in the case of those young people who have not undergone any form of occupational training.

Table 12: **Trainees at training workshops or craft centres, by type of contract, 1996 (in %)**

Type of contract	
Apprenticeship	99.34
Practical training	0.18
Other	0.48
Total	**100.00**

SOURCE: INEM (1997).

Specific courses for conscientious objectors

3.3.68.
Those young people over 18, who for any reason decide not to perform their military service, have the alternative of social service.

3.3.69.
This is mentioned in this section on initial vocational training, for two main reasons. The first is an objective one and relates to the fact that those taking part are young people who are often undergoing their first vocational training. In the second case it was regarded as an innovative and imaginative way of solving the problem for many of them of 'losing a year' carrying out social service.

These courses afford those taking part a double advantage:

(a) they permit them to acquire a qualification in an area in which they will subsequently be working, thereby helping to enhance their effectiveness.

(b) they generally broaden the scope of training and can help a trainee decide on the kind of job to look for. Employment prospects are good, since the areas covered by the courses are those with definite potential for job creation in community social work.

3.3.70.

This type of social service came into being as a result of an agreement between the Ministry of Justice and the Ministry of Labour and Social Affairs through the Directorate-General for Conscientious Objection and the National Institute of Employment (INEM). The agreement allows for two distinct phases of training:

- **Training period.** This lasts for about four months and consists of an INEM-organised occupational training course which, if completed, counts as social service. The specialist training comes under the INEM training and employment programme and covers those areas in which alternative social service is usually carried out — civil defence, protection of the environment, enhancing the rural environment, nature conservancy, education and culture and social and health services. Trainees are allowed to choose the type of course they prefer, so long as they have the necessary educational or occupational level qualification required in each area.
- Upon completing a course, the student begins a **period of practical application** of the training acquired with public authority or private sector bodies involved in this form of social service.

3.3.71.

Only those who have been formally recognised as conscientious objectors and have not already performed alternative social service may take part in this type of training. Candidates must be between 18 and 27 years of age, unemployed and not attending any other form of regulated education requiring their personal attendance.

Training contracts

3.3.72.

Apprenticeship is a valuable form of training for those young people who have abandoned school prematurely or who, though still at school, have learning difficulties. These are people who, although they have little academic aptitude, are able to learn in a work situation.

3.3.73.

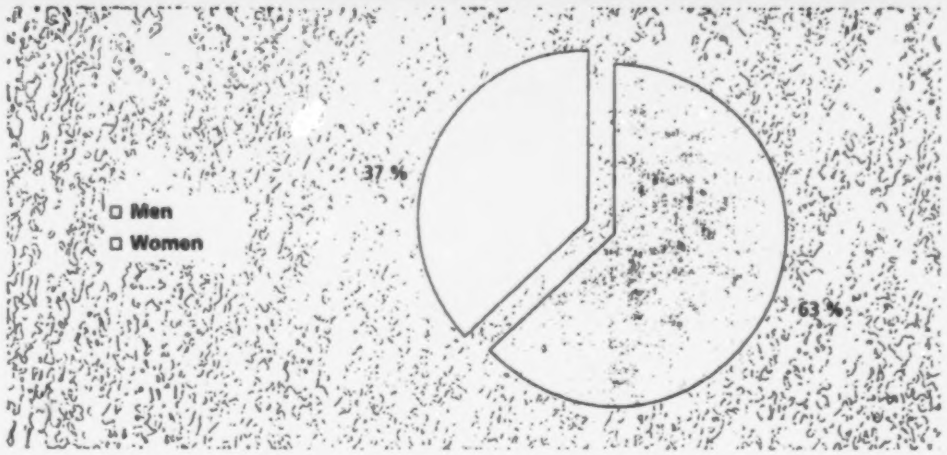
Training contracts are governed by Laws 63 and 64 of 26 December 1997 and RD 488 of 27 March 1998. They are concerned with the acquisition of the theoretical and practical training necessary to carry out a job of work requiring a given level of qualification.

Under these regulations, an employer may take on, under a training contract, young people aged between 16 and 21, who do not hold any prior formal qualifications such as a university degree or middle or higher level vocational training certificate or other similar officially recognised certificate. If the person concerned is handicapped no age limit is imposed.

3.3.74.

An employer is not at liberty to employ an unlimited number of people under such contracts, the number being governed by the size of the firm, the date of contract, the type of work and what is laid down in collective agreements.

Figure 34: **Training contracts, by sex, 1997**



SOURCE: INEM (1998).

3.3.75.
This type of contract must be for a minimum of six months and a maximum of two years with the possibility of two extensions for a minimum of six months each. The total duration (initial term and two extensions) must therefore not be more than two years unless something different is decided for the sector by collective agreement. Whatever the case, a contract may never exceed three years (four where the person concerned is handicapped).

Upon expiry of the maximum period for the training contract, a worker may not be contracted on the same basis by the same firm or by any other. Moreover, in order to promote stable employment and avoid job insecurity, the regulations state that this type of contract may only be concluded where its object is to afford training for a job which has already been performed by an employee of the same firm for a period of more than 12 months.

Work may be on a part-time or full-time basis and remuneration — contrary to what occurred before the relevant law was passed — may not be less than the minimum salary permitted by law (ESP 2 265 (approximately EUR 1.4) per day or ESP 68 040 (approximately EUR 41.2) per month in 1998) throughout the duration of the contract, regardless of the worker's age.

(a) Theoretical instruction

3.3.76.
By law theoretical instruction given must be work-related and linked, where appropriate, to the theoretical instruction in the training modules for the certificate of professional competence (see Section 3.5.31) for the occupation concerned or job to be carried out, in accordance with RD 797/1995 laying down guidelines for certificates of proficiency and the corresponding minimum occupational training content.

Where the relevant certificate of professional competence has not yet been regulated, theoretical instruction must be adapted to the content laid down by INEM in the case of occupational or special training for the trade or job covered by the contract.

3.3.77.

The time dedicated in each case to theoretical instruction, which is always provided away from the workplace, is fixed in the contract, taking as criteria the nature of the trade or job, the number of hours specified where this has been regulated by the appropriate training module for the job, and the duration of the contract.

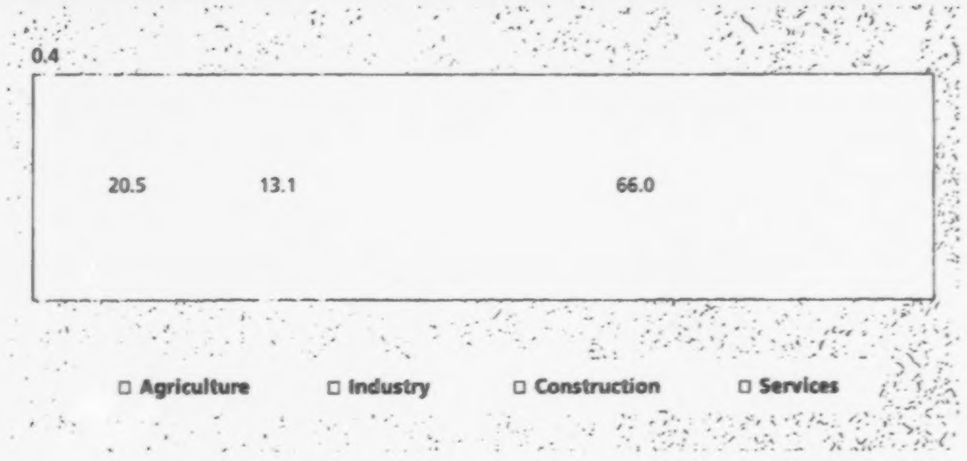
The firm is obliged to allow persons under contract to spend a minimum of 15 % of their time on theoretical instruction. This instruction is provided at

— the firm's own training centre;
— training centres belonging to employers' or trade union organisations;
— government-run or private training centres officially accredited for this purpose.

If a worker under a training contract has not completed the various cycles of compulsory education, the primary aim of theoretical instruction will be to make good this shortcoming.

Information concerning centres providing theoretical instruction in connection with training contracts is obtainable from INEM employment centres which maintain a list of government run and private sector centres. Responsibility for monitoring and control of theoretical instruction lies with either the Ministry of Labour or the Ministry of Education and Culture, depending on whether or not a trainee holds a certificate of secondary education. The private training centres are provided for this purpose with information and documentation to assist them in their task. In the interest of quality, INEM will be responsible for issuing guidelines as to the content of theoretical instruction.

Figure 35: **Training contracts, by sector, 1997 (in %)**



SOURCE: INEM (1998).

(b) Practical training

3.3.78.

Practical training is carried out within the firm under the supervision of the employer, or of a person designated by him for this purpose who possesses the necessary occupational qualifications. At the end of the contract the employer will issue the trainee with a certificate stating the length of theoretical instruction, and the level of practical skills acquired. The trainee may then apply to the relevant public authorities who, once they have conducted the necessary tests laid down in RD 797 of 19 May 1995, will issue him with the corresponding certificate of professional competence.

3.3.79.

Incentives are available for a training contract to be converted into an indefinite contract of full-time employment whenever this represents an increase in the firm's workforce.

3.3.80.

On 1 July 1994, an agreement was concluded between INEM and the Foundation for continuing training (*Fundación para la formación continua en las empresas — Forcem*) with a view to promoting the use of apprenticeship contracts, now known as training contracts. Article 10 of RD 2317 of 29 December 1993, which regulates these contracts, lays down that such training is to be funded under the tripartite agreement on continuing training for employed workers.

Work experience contracts

3.3.81.

It was decided to include the contract for work experience in the section concerned with initial vocational training even though workers under this type of contract may be over 21 years of age and there is no law explicitly obliging employers to provide workers with training, on the grounds that for most of them this will be their first experience of work. The first contact with the world of work may come about at the end of a course of study or during it, so long as, as we explain below, the person concerned holds a certain qualification. In the latter case it constitutes a special form of work-based (on-the-job/off-the-job) training enabling the final years of regulated training to be combined with paid employment.

3.3.82.

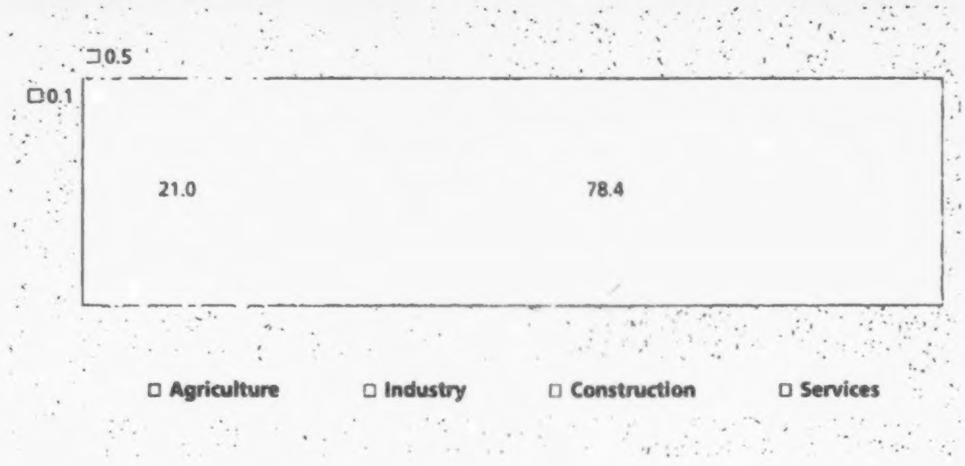
This type of contract is regulated by Laws 63 and 64 of 26 of December 1997 and RD 488 of 27 March 1998. These provide that workers with a university qualification, with middle or higher level vocational training or other officially recognised equivalent qualifications equipping them to perform the work involved, may be put under contract. This contract must be concluded within the four years immediately following completion of studies or, in the case of handicapped workers, within six years of so doing.

3.3.83.

The contract must be concluded for a minimum of six months and a maximum of two years with the possibility of two extensions, each of a minimum period of six months. Whatever the case, the total duration of the initial contract, including any extensions, may not exceed two years.

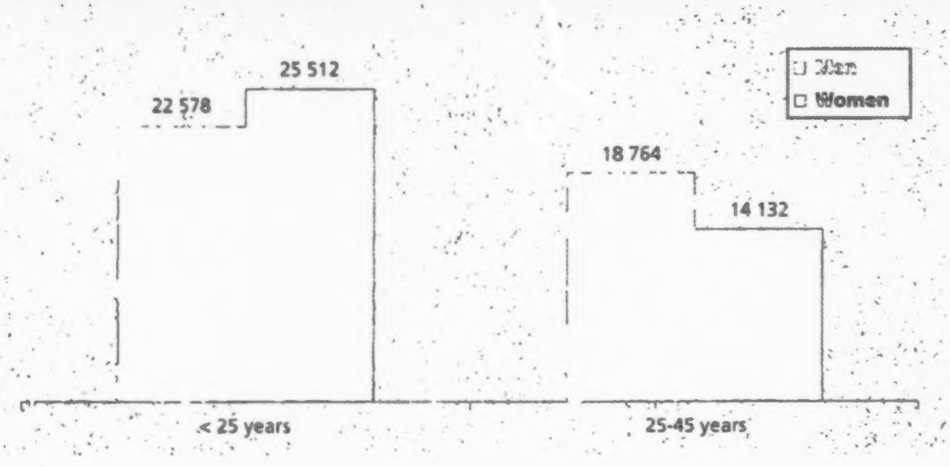
Remuneration under a work experience contract may not be less than 65 % of the wage laid down by collective agreement for a worker carrying out the same or an equivalent job of work, during the first year of contract and not less than 70 % during the second year. Where no collective agreement exists remuneration under the contract may not be less than the minimum salary laid down by law.

Figure 36: **Work experience contracts, by sector, 1997 (in %)**



SOURCE: INEM (1998).

Figure 37: **Work experience contracts, by sex and age, 1997 (in %)**



SOURCE: INEM (1998).

3.3.84.

Before an employer issues such a contract, he must apply to INEM for official confirmation of the amount of work experience the candidate has already accumulated, since no worker may be put under contract for work experience by the same, or any other firm, for the same type of training for a period of more than two years.

3.3.85.

At the end of the contract the employer must notify INEM and furnish the trainee with a detailed certificate of the duration of work experience, the type of job and the tasks involved.

As in the case of training contracts (see Section 3.3.72), if an employer decides to convert the contract for work experience into an unlimited full-time contract of employment, he is entitled to an incentive payment on condition that the contract represents an increase in the firm's workforce.

3.4. Vocational training for employed workers

Introduction

3.4.1.

The greater part of vocational training for employed workers, that is continuing training (*formación profesional continua*), financed out of public funds has, since 1993, been the responsibility of the social partners and comes under the management of the Foundation for continuing training (*Fundación para la Formación Continua* — Forcem). There are also other public sector initiatives with a similar aim, though on a much smaller scale. Previously, continuing training was INEM's responsibility. Continuing training financed by firms or by the workers themselves plays an important role, but is difficult to analyse because of the lack of relevant information.

19 December 1996 saw the signing of the second national agreement and the second tripartite agreement on continuing training between the trade union organisations (CC.OO, UGT, CIG) and the employers' organisations (CEOE and CEPYME). The renewal of these agreements is recognition of the fact that vocational training is the best means of improving a firm's competitiveness whilst at the same time helping to promote the personal and career development of employees.

3.4.2.

Although investment in the training of those in employment in Spain is still below the European Community average, it has steadily increased in recent years. During this time continuing vocational training has ceased to be limited to medium-sized or large companies with the financial means available, or to specific sectors of industry where retraining is of vital importance, or to highly skilled workers. A growing percentage of small and medium-sized enterprises — the area in which most new jobs are created — have been adopting a type of work and management culture, which gives priority to investment in human resources as a means of enhancing competitiveness.

3.4.3.

Promoting initiatives in this direction continues to be of prime importance — not only because, as has already been mentioned, the skill of a workforce impacts directly on a firm's competitiveness, but also because training increases an employee's chances of social and occupational advancement and in so doing, as 45 % of the unions acknowledge, improves the working climate in the firms concerned.

3.4.4.

Surveys carried out by Forcem among workers benefiting from its training programmes confirm this. An analysis of training provided during 1996 shows that 89.7 % of workers surveyed consider that the training given helped them to improve their working performance. At the same time, 60 % considered that their prospects of career advancement had been much or very much enhanced.

Continuing training agreements

3.4.5.

There are two basic agreements on the subject of continuing training. These are the National Agreement on Continuing Training (*Acuerdo nacional sobre formación continua — ANFC*) concluded between the unions and employers' associations which affects the technical and organisational management of the national continuing training subsystem, and the Tripartite Agreement on Continuing Training (*Acuerdo tripartito sobre formación continua*) concluded between the social partners and the government, which determines its structure and financing.

3.4.6.

In June 1996, upon expiry of these two agreements, which ran from 1993 to 1996, a new Tripartite Board (*Mesa Tripartita*) concerned with training and composed of representatives of the social partners and the government was set up. This decided 'to pursue and strengthen the policy of in-company vocational training' and to step up cooperation between the public authorities and employers' organisations with a view to extending training to other groups not yet covered, including part-time workers, the self-employed and certain groups of workers in agriculture. The board's deliberations resulted in the signature of the Second National Agreement on Continuing Training and the Second Tripartite Agreement, which came into force in 1997 and will remain so until December of the year 2000 unless the parties agree to extend it.

The Second National Agreement on Continuing Training

3.4.7.

This agreement officially sanctioned continuing training and made it the responsibility of the social partners at company, sector and territorial level. It is, therefore, the parties actually concerned — hence firms and the unions — who have to manage the training and decide what is to be taught, how and by whom; all questions requiring a high degree of consensus.

3.4.8.
According to the second agreement, continuing training has the following functions:

- — constantly adapting to industrial development and skill requirements and, consequently, improving the skills and qualifications necessary to strengthen the competitiveness of firms and their personnel;
- — contributing to social advancement by enabling many workers to avoid stagnation in terms of skills and to improve their position;
- — anticipating possible negative consequences of the internal market so as to overcome the difficulties faced by firms and sectors of industry in the course of financial or technological restructuring.

3.4.9.
The Second National Agreement on Continuing Training applies nationwide.

It differs from the first agreement in that it has introduced a change regarding which workers may benefit from funded training, extending it to a number of groups previously excluded, such as those covered by the special agricultural regime of the social security authorities, by the special regime for the self-employed and those (seasonal) workers who, though permanently employed, are unemployed for certain periods of the year. This has meant that all workers now have access to training.

3.4.10.
The measures planned seek to meet four basic objectives of the agreement:

- — to raise generally the level of skills in the various sectors of the economy,
- — to meet the specific needs of larger firms,
- — to enhance competitiveness of SMEs,
- — to take account of workers' individual training needs.

3.4.11.
These measures fall under three main headings which will be discussed in detail below:

- — training plans,
- — in-company training plans,
- — group training plans.

Training plans

3.4.12.
Training plans are the most frequently used means of training workers. They are designed on the basis of an analysis of training needs at company and sectoral level. The social partners are particularly involved in this process of identifying and defining training needed in order to maintain competitiveness.

3.4.13.
Firms desirous of funding their continuing training under the national agreement are required to draw up their own company training plan or register for a group training plan. In each case they have to:

- state the objectives and contents of the training plan and the courses to be run;
- stipulate the target groups by category and occupational group, stating the number of workers who will take part and the selection criteria applied;
- provide a timetable;

- give the estimated costs of the training courses broken down by type of course and group;
- state the estimated annual amount of the continuing training levy to be contributed by the firm or firms concerned;
- state the training location and teaching equipment available.

3.4.14.
As the figures and tables below show, the number of workers taking part in training has increased substantially every year since the national agreements on continuing training were first signed in 1993. The same is true of the requests for funding of training plans, which have quadrupled in four years and reached 3 934 in 1996. The number of plans approved in 1996 was 1 841, almost three times that in the first year. This gives some idea of the importance which training as a means of adapting to change is assuming both for workers and employers.

Table 13: Number of plans approved in 1996, and their funding

	Number of programmes	Registered Participants	Funding agreed (in ESP) (1)
Company plans	753	468 140	15 108 737 040
Group plans	1 075	788 931 (2)	42 379 379 253
Inter-sectoral plans	13		10 897 708 676

(1) EUR 1 = ESP 165.

(2) This represents the total of those taking part in group and inter-sectoral programmes.

SOURCE: ACTIVITIES REPORT FOR 1996, FORCEM (1997).

3.4.15.
Company training plans are a method which may be adopted by firms with more than 100 employees. Groups of firms are also at liberty to propose their own training plans, so long as the companies within the group consolidate their accounts with the parent company, are subsidiaries of the parent company, or are able to show that they share a common management.

Before requesting funding, companies must submit a plan for evaluation by the unions. Where differences exist an agreement must be reached within a certain period. Once this period has elapsed those concerned may apply for arbitration before a mixed government committee or the relevant sectoral committee made up of representatives of employers and the unions.

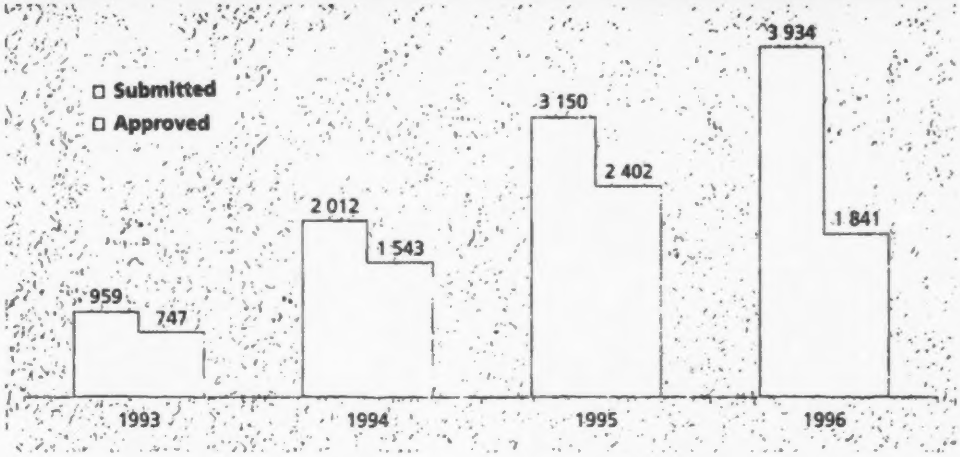
3.4.16.
Smaller businesses or those lacking a training structure must join a **group training plan.**

These plans bring together firms with fewer than 100 employees and must have the backing of the appropriate trade union and/or employers' organisation at sectoral or territorial level. The representative nature of these organisations will be assessed on the basis of their involvement in collective negotiations.

3.4.17.
Where it is decided that a substantial shortage of skills exists in a given sector, the principal trade union and employers' associations may submit a **sectoral training plan** through the sectoral committees on which both sides are represented.

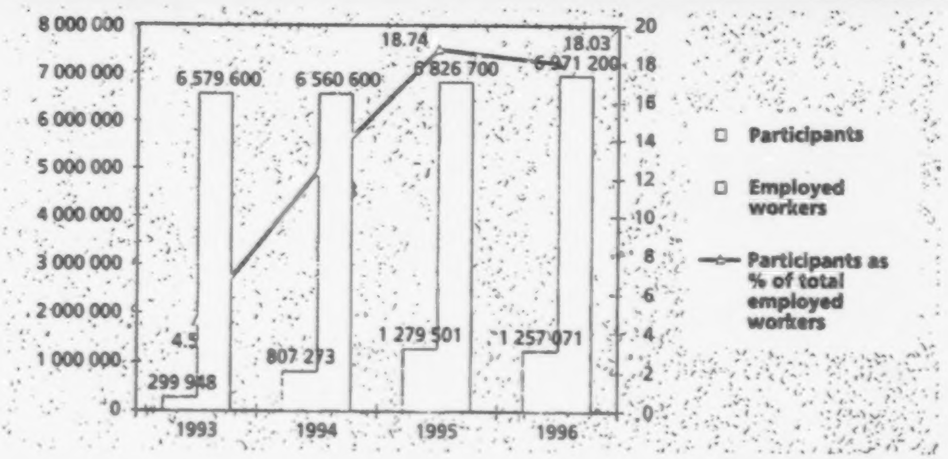
3.4.18.
Inter-sectoral training plans may be submitted by the principal trade unions and employers' associations through the Joint State Committee on Continuing Training. These plans transcend any single sector and involve training relevant to various branches of activity. Where such a plan is submitted at autonomous community level, it will be the territorial committee, which includes representatives of the unions and employers, that does so.

Chart 38: **Increase in training plans, 1993–96**



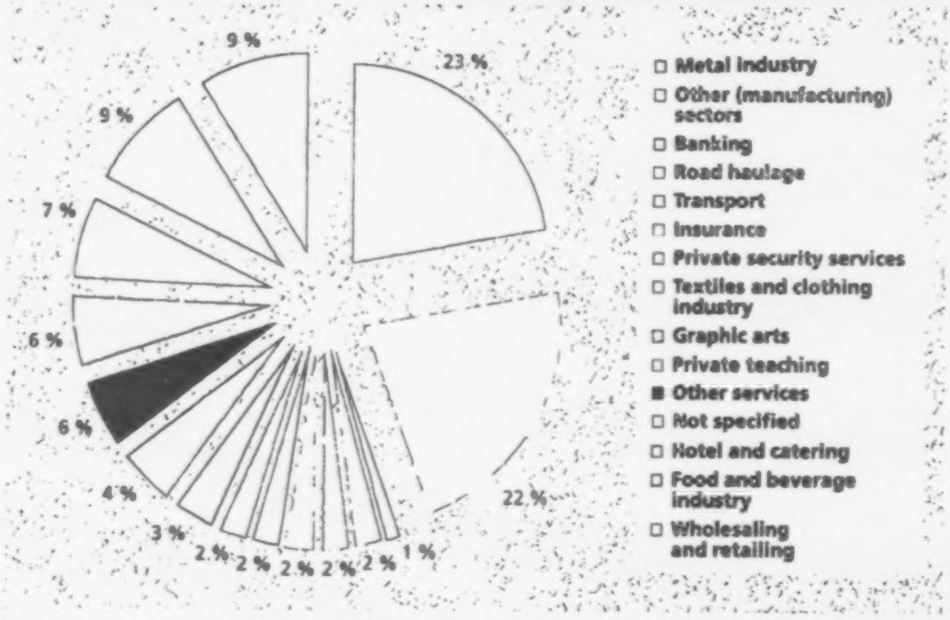
SOURCE: *ACTIVITIES REPORT FOR 1996, FORCEM (1997).*

Figure 39: **Numbers covered by training plans, as proportion of all employed workers, 1993–96**



SOURCE: ACTIVITIES REPORT FOR 1996, FORCEM (1997).

Figure 40: **Training plans, by sector, 1996**



SOURCE: ACTIVITIES REPORT FOR 1996 FORCEM (1997).

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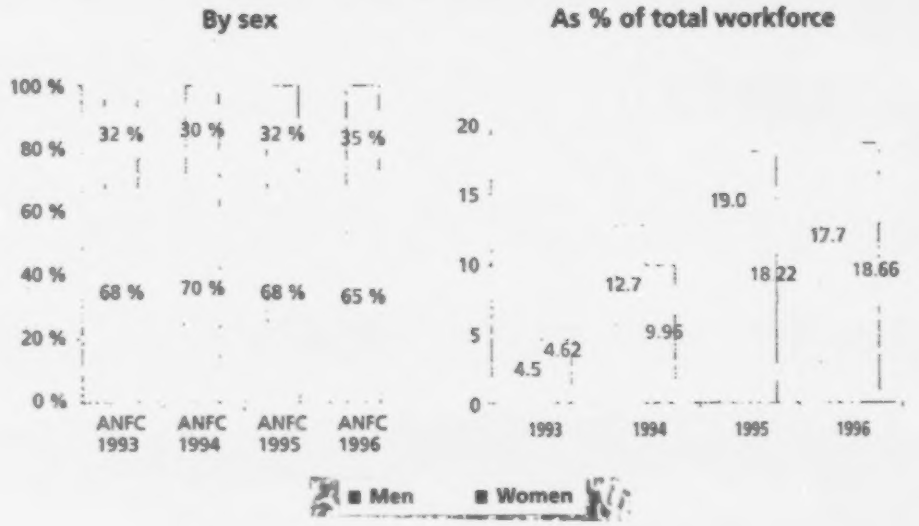
Table 14: **Trainees by occupational level, as % of total workforce in each category, 1995/96**

	1995	1996
Senior management	49.9	41.9
Middle management	51.8	42.4
Technicians	39.4	35.8
Skilled workers	13.2	14.2
Unskilled workers	13.7	13.4

SOURCE: ACTIVITIES REPORT FOR 1996, FORCEM (1997).

Figure 41: **Participation in training plans, by sex and as % of total workforce, 1993-96 (in %)**



SOURCE: ACTIVITIES REPORT FOR 1996, FORCEM (1997).

Individual training permits

3.4.19.

Under the second national agreement workers who have been employed for at least a year can take advantage of an individual training permit. These are granted only to those wishing to take part in training courses meeting the following conditions:

- they must not be included in a company or group training plan;
- the course must be recognised as leading to an official qualification;
- courses must be directed to enhancing or adapting a worker's technical and occupational skills and/or personal qualifications;
- courses must require personal attendance.

3.4.20.
Workers wishing to obtain such permits must apply for them through the management of the company by which they are employed, at least three months in advance. Their application must explain in detail the purpose of the training course, the timetable involved and the location.

A company receiving such an application must reply within a period laid down by regulation. When scrutinising the request it must consult the union representatives and inform them of its decision. Priority is to be given to workers who have not previously taken part in any such form of training.

Where an application is rejected the firm must inform the worker and his union representatives.

Where a company grants a training permit, the worker concerned must apply to the territorial employer/union committee for a grant to finance it. If this is not forthcoming he may use his permit by taking training without salary and suspending his contract of employment for the period concerned.

Permits will be granted for a maximum of 200 hours, during which a worker is paid the equivalent of his/her wages plus any social security contributions on his/her behalf.

Upon conclusion of the training period the worker must provide evidence that he has benefited from the course by presenting an appropriate certificate.

Table 15: **Number of individual training permits, 1995/1996 and 1996/1997**

	Requested	Approved	Percentage approved	Hours
1995–96	1 249	1 036	82.95	140 661
1996–97	2 844	2 441	85.83	340 267

SOURCE: *ACTIVITIES REPORT FOR 1996, FORCEM (1997).*

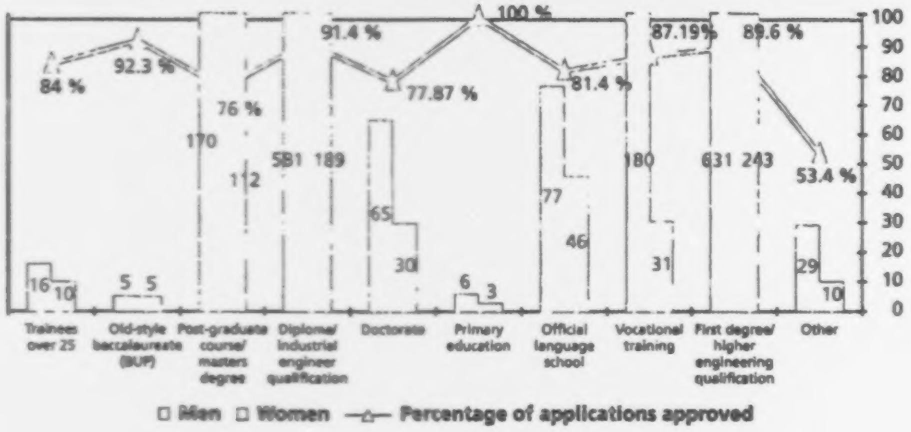
Table 16: **Training permit applications, by sex, 1994–96**

	1994	1995	1996
Men	393	891	2 010
Women	132	358	834

SOURCE: *ACTIVITIES REPORT FOR 1996, FORCEM (1997).*

18

Figure 42: **Training permits granted, by sex and type of course**



SOURCE: *ACTIVITIES REPORT 1996, FORCEM (1997).*

Complementary activities related to training

3.4.21.
The second national agreement provides for the possibility of financing supplementary training-related measures 'designed to assist in identifying training needs in the various fields, the preparation of training aids and/or methods appropriate to the training plans, the wider spread of continuing training and any other measures liable to improve the efficiency of the continuing training system'.

3.4.22.
Investigatory measures at sectoral and/or territorial level, especially those which aim at anticipating changes in production systems and their repercussions on skill requirements for workers and their training needs and/or firms' competitiveness (sectoral and/or territorial studies of training needs, studies on the assessment of training facilities, etc.) are designed to improve continuing training as a whole.

Measures designed to disseminate information and exchange experience gained with regard to continuing training and demonstrably resulting in an improvement in the quality and efficacy of continuing training at sectoral or territorial level. This includes seminars or day workshops, the creation of cooperation networks, case studies or analyses and publications.

Measures designed to improve training which do not qualify for finance under the training plan scheme. This includes measures aimed at developing or adapting methodology and training tools that go beyond a specific training programme, contribute substantially to improving the organisation or realisation of training at firm, sectoral or territorial level and are innovative in the sense of introducing new concepts or elements in their design, development or field of application.

Continuing training for employees in public administration

3.4.23.
February 1997 saw the publication of the Second Agreement on Continuing Training for Employees in Public Administration *(Acuerdo de formación continua en las administraciones públicas)*, covering employees in the public services of central government and the autonomous communities, as well as at local government level. This in 1996 represented a total of 2.5 million people. The agreement was drafted with the collaboration of representatives of the civil service and trade union organisations.

3.4.24.
The agreement seeks to meet a threefold need:

- to enhance the skills and qualifications of employees, adapting them constantly to any changes in the content of their work so as to improve the efficiency and quality of service provided by the public sector and its employees;
- to avoid stagnation in the skills and qualifications of public service employees;
- to ensure that forecasts in employment plans, used as a means of strategic human resource planning, are adequate and taken into account.

As the agreement puts it: 'The policy of continuing training must provide public service employees with a higher level of qualification so as to enhance their skills and promote their personal and career development, enable them to adapt to technological innovation and change, facilitate their job mobility and contribute to the efficiency and quality of existing departments of public service and the development of new ones.'

3.4.25.
The control and monitoring of this type of continuing training has been entrusted to a body composed of representatives of government services and the unions, namely the General Committee for Continuing Training(*Comisión general para la formación continua*) which was set up under an agreement between the government and the unions signed on 15 September 1994. This body is responsible for ensuring that the agreement is implemented, approving training plans and deciding on the allocation of funds for them.

3.4.26.
As already mentioned, the agreement covers three existing levels of government — central government, the autonomous communities and local authorities. Potential organisers of training plans are:

- — at central government level, ministerial departments and their autonomous organisations, social security managements and public sector organisations, whose staff is represented on the general negotiating board for the public service;
- — at autonomous community level, each of the councils (*consejerías*) with responsibility for public service or such bodies as each autonomous community appoints for the purpose;
- — at local authority level, municipal authorities, provincial authorities, island councils and other local bodies, such as the Spanish Federation of Municipal and Provincial Authorities and local authority federations and associations in the autonomous communities legally constituted under additional provision 5 of Law 7 of 2 April 1985 regulating local government;
- — the trade union organisations signatory to the second agreement.

In 1997, funds earmarked for financing continuing training within the public service were as follows:

- — central government, 25.3 % of the total (ESP 1 759 million);
- — autonomous community governments, 27.4 % (ESP 1 905 million);
- — local government authorities, 25.3 % (ESP 1 759 million);
- — signatory unions, 21.9 % (ESP 1 523 million);

Overall ESP 7 000 million was invested, compared with ESP 6 800 million in 1996 and ESP 4 500 million in 1995 (5).

3.4.27.

The agreement provides for three types of training plan:

- — unitary plans covering the personnel of a single government department of at least 100 employees, regardless of the actual number of employees or the size of units or bodies included;
- — group plans covering the personnel of two or more local authorities having at least 100 employees;
- — interdepartmental plans designed to provide training for public sector employees from different government departments. These may be organised on the basis of agreements between the government departments themselves or with their federations or associations and the main unions signatory to the agreement.

3.4.28.

In its report to the conference on continuing training for public service employees held at Santiago de Compostela on 4 and 5 June 1998, the General Committee for Continuing Training assessed achievements during the 1995–97 period as follows:

Generally speaking training carried out within the framework of this programme was satisfactory both from the point of view of management and of the trainees and the administration concerned.

The programme may be regarded as a significant reinforcement of the government service training programme which on average involves almost doubling the funds available for training purposes.

This substantial increase makes it possible to extend training to groups with specific needs, especially at local authority level where, in addition to the positive overall impact of reaching a great many people in a short time, it has provided training opportunities for small municipal authorities for whom this was not previously possible.

Finally, continuing training has been seen as a magnificent opportunity for developing relations between the government service and the unions, resulting in coordination of a degree hitherto unknown, particularly at local level.

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(5) ESP 1 million = approximately EUR 6 000.

Table 17: Quantity of continuing training for government service employees, 1996

Plans approved	269
Actions implemented	15 577
Hours of training	594 192
Number of trainees	323 869
Total employees, as at 31 December 1995	2 713 440

SOURCE: *MANAGEMENT REPORT FOR 1996, INAP (1997).*

Table 18: Continuing training for government service employees, by course subject matter, 1996

Course subject matter	Actions	Hours	Trainees	Percentage
Management in government service	732	26 290	16 199	5.0
Human resources	821	21 918	17 544	5.4
Finances and budgeting	545	14 992	13 028	4.0
Legal/procedural matters	1 599	45 222	34 249	10.5
Town planning and the environment	322	8 567	6 223	1.9
European Union	78	1 566	2 055	0.6
Information and communication	1 349	51 730	31 993	9.8
IT and new technologies	4 781	150 317	76 649	23.6
Foreign languages	784	68 336	17 138	5.2
Specific training for certain groups	3 386	172 010	82 291	25.4
Others	1 180	33 244	26 500	8.1
Total	**15 577**	**594 192**	**323 869**	**100.0**

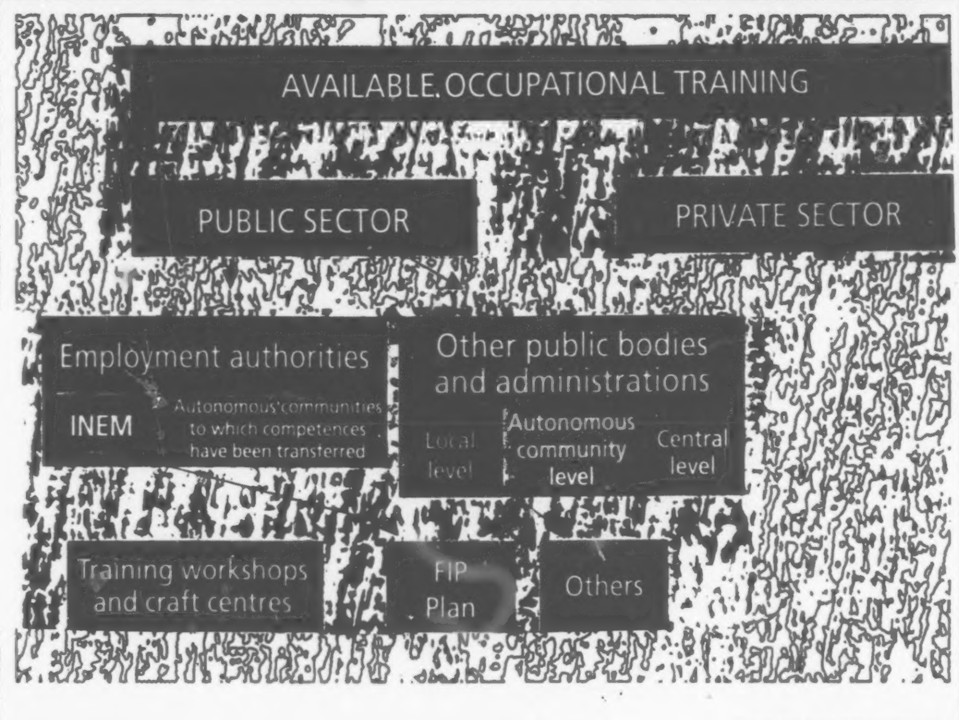
SOURCE: *MANAGEMENT REPORT FOR 1996, INAP (1997).*

3.5. Vocational training for the unemployed

Introduction

3.5.1.
For the purposes of this monograph we shall concentrate on occupational training (*formación ocupacional*) provided by the government departments responsible for employment. However, this does not mean that no other initiatives exist. As Figures 43 and 44 show, occupational training by public service bodies is mainly, but not exclusively, provided under the vocational training and insertion plan (*Plan de Formación e Inserción Profesional — FIP*). In parallel with this, however, there are a whole range of training courses aimed at the unemployed. These come under other government bodies at every level.

Figure 43: **Occupational vocational training**


AVAILABLE OCCUPATIONAL TRAINING
PUBLIC SECTOR
PRIVATE SECTOR
Employment authorities
INEM
Autonomous communities to which competences have been transferred
Other public bodies and administrations
Local level
Autonomous community level
Central level
Training workshops and craft centres
FIP Plan
Others

SOURCE: ESIN CONSULTORES.

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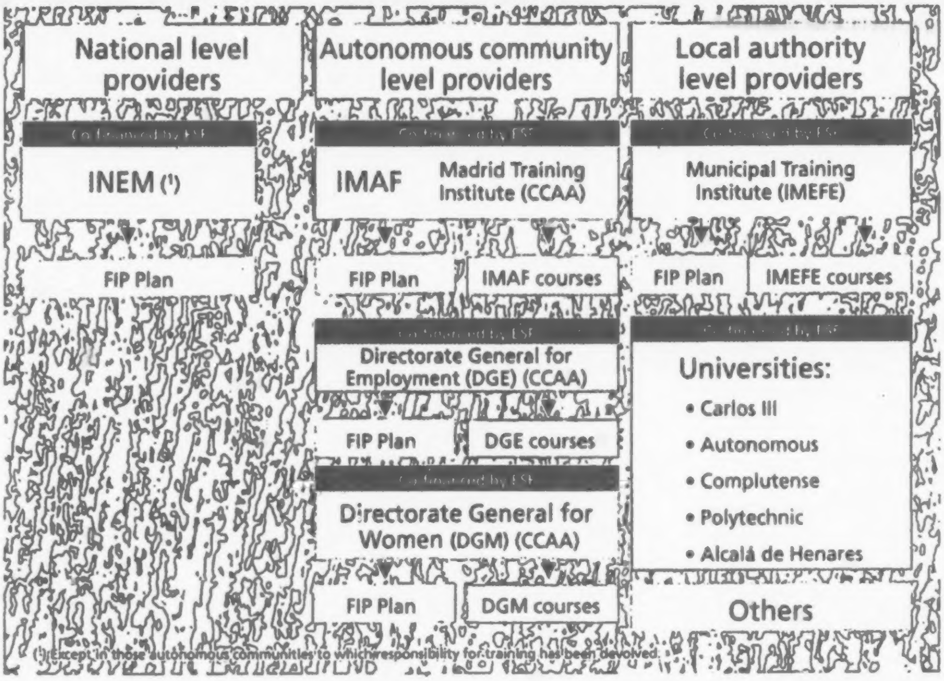
Because of this and since the way in which occupational training is organised by each autonomous community is very similar, we have decided to discuss this subject basing ourselves on the example of the autonomous community of Madrid. The latter provides, every year, training for a large number of people and can therefore be seen as representative of other autonomous communities. Figure 44 shows the general organisation of training within the autonomous community of Madrid including that managed by the employment authorities and that which is not.

It should not be forgotten that, as in the case of continuing training, private bodies also offer training from which the unemployed can benefit.

As Figure 44 shows, the training available for the unemployed is provided by national, autonomous community and local level bodies. Most of the bodies mentioned offer training under the vocational training and insertion (FIP) plan, while also running their own courses.

Figure 44: **Occupational training in the autonomous community of Madrid**


National level providers
Autonomous community level providers
Local authority level providers
Co-financed by ESF
INEM (¹)
FIP Plan
Co-financed by ESF
IMAF
Madrid Training Institute (CCAA)
FIP Plan
IMAF courses
Co-financed by ESF
Directorate General for Employment (DGE) (CCAA)
FIP Plan
DGE courses
Co-financed by ESF
Directorate General for Women (DGM) (CCAA)
FIP Plan
DGM courses
Co-financed by ESF
Municipal Training Institute (IMEFE)
FIP Plan
IMEFE courses
Co-financed by ESF
Universities:
• Carlos III
• Autonomous
• Complutense
• Polytechnic
• Alcalá de Henares
Others

(¹) Except in those autonomous communities to which responsibility for training has been devolved.

SOURCE: *ESIN CONSULTORES.*

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Public sector occupational training provided by the employment authorities

3.5.2.
As mentioned in the introduction to this chapter, the Ministry of Labour is the major provider of occupational training for the unemployed in Spain, basically through the FIP plan. Since almost two thirds of training for the unemployed is provided under this plan by public bodies at national, regional and local level, we consider that an in-depth analysis of the plan will provide the information necessary to understand and gain a fairly complete overview of what training is available for the unemployed through the public sector.

History of the FIP plan

3.5.3.
The first national vocational training and insertion plan was approved in 1985. It has subsequently been revised on various occasions, the last being in 1993 with the issuing of RD 631 of 3 May 1993.

3.5.4.
An analysis of the objectives pursued by the various plans reveals three stages:

Stage 1 (1986–88): During this period, the plan's objective was quantitative in the sense of aiming to meet the heavy demand for occupational training in Spain. The number of those given this type of training increased by 377 % over the period, from 49 370 trainees in 1985 to 288 884 in 1987.

Stage 2 (1988–92): Once the target in terms of numbers had been reached, attention turned to qualitative aspects. This involved creating a basis for high-quality occupational training by developing an integrated model for its planning, programming and management.

Stage 3 (from 1993 onwards): Once the quantitative and qualitative targets had been achieved, efforts were directed to linking training with employment. 'The purpose of the present stage is to design training as something offered to job-seekers in order to facilitate and accelerate their integration in the world of work'.

The FIP plan since 1993

3.5.5.
The national vocational training and insertion plan is basically regulated by RD 631 of 3 May 1993. This states that the plan 'comprises a set of occupational training activities aimed at the unemployed, who have no specific vocational training or whose qualifications are insufficient or inadequate, in order to provide them with the skills and qualifications needed by industry and to enable them to find work'.

Groups benefiting from training

3.5.6.
The plan seeks to meet the occupational training needs of the following groups:

- unemployed people in receipt of unemployment benefit;
- unemployed people over 25, especially those who have been registered as out of work for over a year;
- unemployed people under 25 who have lost their job after working for at least six months;
- unemployed people with special difficulties in finding employment or returning to work, particularly women wishing to take up work again, the handicapped and migrants.

3.5.7.
First-time job-seekers may only take part in FIP courses where the courses have been requested by firms who undertake to employ 60 % of trainees upon completion.

Planning and programming of FIP plan courses

3.5.8.
The Ministry of Labour and Social Affairs is responsible for formulating the objectives of occupational training in order to ensure their compatibility with the general objectives of national employment policy. It also draws up every few years a set of minimum requirements to be met by the cooperating centres, which provide the minimum education and training generally needed in each specialist field to obtain the relevant certificate of professional competence.

Royal Decree 631 of 3 May 1993 regulating the national vocational training and insertion plan lays down that:

> The Ministry of Labour and Social Security, while bearing in mind the proposals of the autonomous communities to which management of the national vocational training and insertion plan has been devolved, is to draw up a three-yearly plan of courses to be provided. This should apportion responsibility at central government and autonomous community level for specific areas of training and priority groups, having regard to the type of unemployment and the need for training in the various autonomous communities and sectors of industry, together with a plan to cope with the resulting need for training of training instructors.

Before approval this plan must be submitted to the Standing Committee (*comisión permanente)* of the General Council for Vocational Training (*Consejo general de la formación profesional*).

3.5.9.
Article 3 of the Royal Decree lays down that programming of courses must be carried out annually by INEM or, where appropriate, by the autonomous communities which have assumed responsibility for management of the FIP plan and which are to draw up a programme of courses for their territory always having regard to the planning objectives.

In fact, it is the various INEM provincial or island executive committees or the corresponding bodies within the autonomous communities with devolved responsibilities, which are actually responsible for drawing up the programmes in line with local training needs and to return these for consideration before approval by the Standing Committee of the General Council for Vocational Training.

As in the case of regulated vocational training where changes in the labour market or the specific conditions in a certain area so require, the annual course programming may be supplemented, on condition that due account is taken of the minimum subject requirements and objectives laid down in Ministry of Labour planning.

3.5.10.

Since the promulgation of RD 631 of 3 May 1993 additional emphasis has been placed on the need to plan for and programme occupational training courses bearing in mind existing or likely training requirements at local and sectoral level. Thus

> INEM shall keep the permanent occupational monitoring service up to date with information on local and sectoral employment markets, bearing in mind the information held by the national network of employment centres and that deriving from sectoral and other studies, as well as that existing in the various autonomous communities, with which the appropriate cooperation agreements will be concluded.
>
> Measures will also be taken to increase the involvement of the autonomous communities, employers and union organisations, the social economy and institutions and persons with acknowledged expertise in the field in order to prepare or update sectoral studies, structure occupational families, produce teaching aids, and analyse new methods of training, particularly by means of distance learning.

The **national occupational training centres** (*Centros nacionales de formación profesional ocupacional*) are specialist by occupational family and perform the following tasks for the areas in which they specialise:

- preparing and updating sectoral studies;
- keeping the occupational monitoring service up to date;
- preparing, monitoring and evaluating the use of teaching aids;
- developing the courses and technical proposals necessary to ensure that the requirements as to minimum subject matter and modular training routes are observed in each specialist field, so as to lead to the relevant certificate of professional competence through both classroom teaching and distance learning;
- developing annual initial and in-service training plans for teachers and other trainers;
- skill-building for job-seekers.

3.5.11.

Courses and other training under the FIP plan are of three types:

- **Direct courses:** These are courses provided annually using the material and human resources of INEM. They include those of an exceptional nature constituting a special measure, because of a recognised need or urgency.
- **Occupational training by local authorities in a rural environment:** These are targeted at rural workers and carried out in collaboration with the local authorities approved as cooperating centres.
- **Courses of cooperating centres:** These are courses provided by institutions or organisations in the public or private sector — municipal authorities, universities, unions, firms, etc. — that have been approved as cooperating training centres.

Management of the FIP plan

3.5.12.

As already mentioned, management of courses covered by the FIP plan is the responsibility of INEM or the autonomous communities to which responsibility for training has been devolved.

3.5.13.

Other bodies or organisations, which may cooperate in the provision of occupational training by means of a contract programme or cooperation agreement with the authorities responsible for management, are:

- the cooperating centres providing approved specialist training;
- employers' or union organisations, joint training bodies in the public sector and the principal organisations in the social economy, subject to signature of a three-year contract programme provided that courses are organised in their authorised cooperating centres;
- public or private sector training bodies or firms with whom a cooperation agreement has been concluded and provided that courses take place in their own approved cooperating centres.

3.5.14.

The term 'cooperating centre' is used to mean any training centre whose ability to provide occupational training has been recognised by INEM, or where applicable the autonomous community, with express mention of the specific training courses that have been approved and for which a subsidy will be paid. The cooperating centres may be either public or private sector bodies, such as firms, institutions, organisations or employers' associations equipped to provide occupational training courses in the approved specialist fields.

3.5.15.

The status of cooperating centres is obtained by application to the scrutinising board responsible for approval of centres. A list of these is published at intervals by INEM or the autonomous communities.

For a centre to obtain approval enabling it to operate as a cooperating centre it must meet the requirements as to hygiene, acoustics, accommodation and safety laid down in the law. In addition it must have classrooms and workshops of sufficient size for students to be able to carry out practical work under the best possible conditions together with a specified minimum of office accommodation (50 square metres for administration and management offices, together with space for a secretariat and sufficient toilet facilities). In addition, cooperating centres must, for each of the special courses for which they are given approval, meet the requirements laid down when the form of training and minimum subject matter necessary for a given certificate of professional competence are specified. Similarly the teaching staff must be experts in the specialist subjects concerned and the number of students per teacher must not exceed 20.

At every meeting of the scrutinising board the special subjects which should preferably be included in the list of cooperating centres is announced together with the conditions and requirements for each of them. In the case of the government authorities, institutions or private organisations, which conclude an agreement with the Ministry of Labour and Social Affairs or with INEM, approval of courses is carried out as laid down in the agreement.

3.5.16.

Centres which plan to provide instruction solely in the form of distance learning must possess a base in the territory in which they are to carry out their activity. The number of students per distance learning course must not be less than 50 or over 75.

3.5.17.
Courses provided by the cooperating centres are subsidised. The amount of the subsidy is fixed on a per student/hour basis applying throughout the country which takes account of:

- the special subject being taught;
- whether the level of the course is designated as low, medium or higher level;
- the degree of difficulty of the material being taught. This takes into account the complexity involved in organising the course in a given specialist field, evaluating both the infrastructure required to provide such a course and the availability of teaching staff qualified to give the relevant instruction. The level of difficulty may be classed as low, normal or high depending on the factors mentioned;
- whether the training course will be classroom-based or use the medium of distance learning.

Location of FIP plan courses

3.5.18.
This point refers to the actual location of courses. The INEM classification allows for the following possibilities:

- **fixed occupational training centre:** Here the course is given in a centre owned by INEM and designed for training purposes, with its own management and staff;
- **modular centre:** In this case, the course is provided in a centre owned by INEM, but does not have its own management and staff and is constructed of dismountable, transportable modules;
- **training units:** These are centres similar to the modular centres, but located in permanent premises;
- **mobile centre:** The course is provided in a centre on premises not owned by INEM (rented or made available for the purpose) with the training provided or funded by INEM;
- **cooperating centre:** Courses are given in approved cooperating centres.

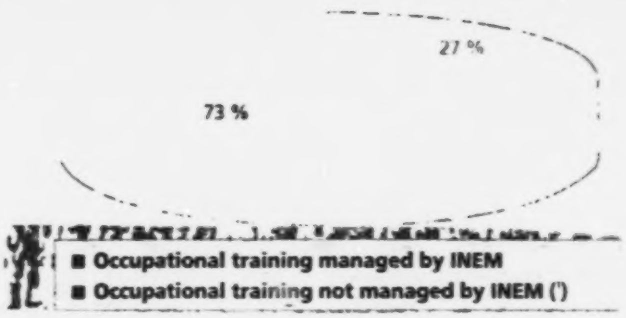
Programmes within the FIP plan

3.5.19.
FIP plan courses are by their nature included in one or other of the programmes listed below

a. Occupational training courses for the unemployed

- **a.1. Occupational training for unemployed young people under 25. These courses are aimed at young people whose vocational qualifications are in practice insufficient or inadequate.**
    - a.1.1. Short training courses for unemployed.
    - a.1.2. Longer training courses for unemployed.
    - a.1.3. Training for women in particular areas in which they are under-represented.
- **a.2. Occupational training for unemployed people over 25. The principal objective of this programme is to provide basic qualifications, build further skills or retrain.**
    - a.2.1. Training involving both short and long courses for unemployed women who have interrupted their working life for at least five years.
    - a.2.2. Training for unemployed women in areas in which they are under-represented.
    - a.2.3. Training for women with family responsibilities.
    - a.2.4. Training of other long-term unemployed adults.
    - a.2.5. Training of those who have been unemployed for a short time.

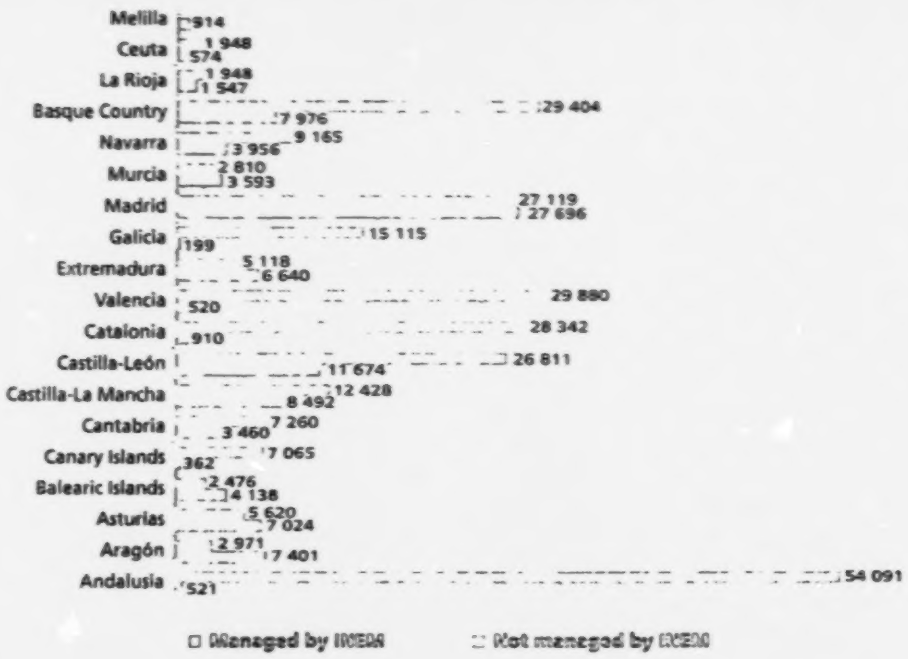
Figure 45: Management of occupational training, 1995 (trainees as % of those given training)



(*) This may be managed by any other body (autonomous community, other institution, etc.).

SOURCE: OCCUPATIONAL MONITORING SERVICE, INEM (1996).

Figure 46: Trainees in occupational training, by autonomous community, 1995



SOURCE: OCCUPATIONAL MONITORING SERVICE, INEM (1996).

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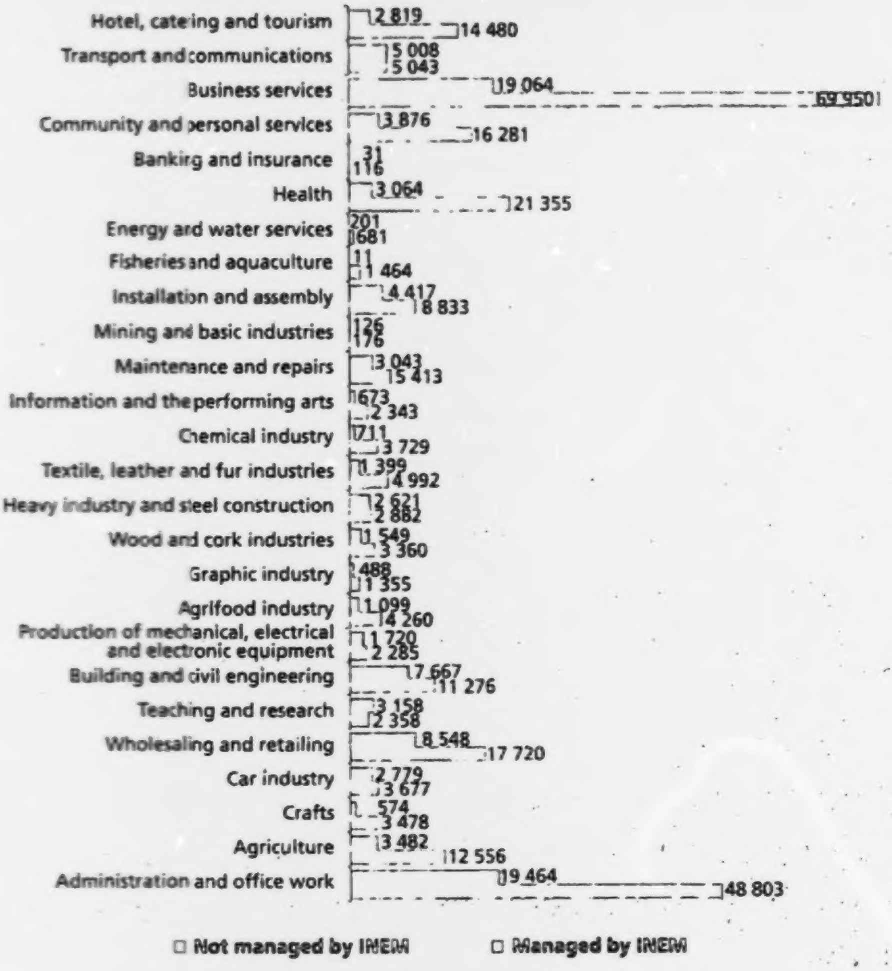
Figure 47: **Occupational vocational training participants, by occupational family, 1995**



SOURCE: OCCUPATIONAL MONITORING SERVICE, INEM (1996).

b. Occupational training for other groups

b.1. Occupational training for the handicapped

b.2. Occupational training for migrants. These courses are provided by the Directorate-General of the Spanish Institute for Emigration in collaboration with INEM or other bodies operating either abroad or in Spain. The programme aims to provide vocational qualifications for migrant workers and their families, as well as for those returning to Spain to enable them to find a job more easily.

b.3. Occupational training for armed forces personnel.
b.4. Occupational training for persons serving a term of imprisonment.
b.5. Occupational training for other groups.

c. Training of trainers programmes

Characteristics of FIP plan training programmes

3.5.20.

As already mentioned, occupational training courses may be either classroom-based or utilise distance learning. Where it exists the practical portion of the course takes place in training workshops suitable for the purpose or in firms with which cooperation agreements have been concluded. The agreement must define such aspects as the content of practical training, its duration, location and timing, as also the timetable for tutorials for monitoring and assessment.

Firms assisting with the provision of practical training must show:

— that they are up to-date with social security contributions,
— that their practical training has been approved either by INEM or, where applicable, the autonomous community, and
— that they have taken out insurance covering accidents to trainees undergoing practical training.

Once they have been approved they are paid ESP 1 500 per trainee/day.

The law makes clear that the fact that trainees undergo practical training in a firm does not imply a contract of employment.

3.5.21.

Besides classroom-based or distance learning courses, courses may be classed under other headings, such as

- **broad-based courses:** These are courses for young people aiming to provide them with knowledge and skills of a general nature and common to a number of occupations, so as to assist them in finding employment, but without providing them with a qualification sufficient to perform a specific occupation;

- **occupational courses:** These are courses aimed at those not holding any qualification, the principal objective being to provide knowledge and skills sufficient to permit the person concerned to perform a certain job;

- **occupational adaptation courses:** These are courses aimed at skilled workers who, either because they have lost their job or because its disappearance is planned, need to acquire training and knowledge sufficient to carry out another job or trade;

- **specialisation courses:** These courses, aimed at skilled workers, are designed to assist them in improving and updating their skills and thus contribute to their career advancement.

3.5.22.

In the case of distance learning courses, the Ministry of Labour and Social Affairs is responsible for deciding which special subjects should be taught in this way. The ministry is also responsible for fixing the requirements to be met by a centre providing such courses and the course programmes, which must be modular, and for laying down the training routes for reaching a certificate of occupational competence.

Trainee selection

3.5.23.
The selection of trainees to take part in occupational training courses is carried out at two levels:

1. At the first stage there is a pre-selection. Responsibility for this lies with the provincial directorates of INEM, which in performing the task take account of the following criteria:
    - planning objectives;
    - features of the courses;
    - unemployed people's need for training;
    - the principle of equality of opportunity between the sexes.
2. Final selection falls to the body responsible for providing the training course. When this is an autonomous community the procedure must comply with what is laid down in the various cooperation agreements.

Table 19: **Number of courses and trainees, by course duration, 1994–96**

	Courses completed			Trainees		
	1994	1995	1996	1994	1995	1996
Less than 200 hours	701	920	919	7 713	13 385	12 738
200 to 399 hours	5 429	6 448	10 071	72 747	87 257	140 935
400 to 599 hours	3 077	3 088	3 980	33 323	38 967	55 092
600+ hours	1 272	1 291	1 412	15 352	15 076	19 270
Total	**10 479**	**11 747**	**16 382**	**129 135**	**154 685**	**228 035**

SOURCE: ANNUAL LABOUR AND SOCIAL AFFAIRS STATISTICS, MINISTRY OF LABOUR AND SOCIAL AFFAIRS, (1996).

Table 20: **Number of courses and trainees, by type of course, 1994–96**

	Courses completed			Trainees		
	1994	1995	1996	1994	1995	1996
Broad-based	5 297	4 710	5 142	66 503	60 725	71 554
Occupational	3 448	3 979	6 951	40 935	51 867	95 733
Specialisation	987	1 849	3 006	11 225	24 488	42 433
Occupational adaptation	747	1 209	1 283	10 472	17 605	18 315
Total	**10 479**	**11 747**	**16 382**	**129 135**	**154 685**	**228 035**

SOURCE: ANNUAL LABOUR AND SOCIAL AFFAIRS STATISTICS, MINISTRY OF LABOUR AND SOCIAL AFFAIRS, (1996).

Financial assistance and grants to trainees

3.5.24.

The national vocational training and insertion (FIP) plan provides for the award of grants and other financial assistance to unemployed persons taking part in a training course, in order to assist and encourage them to do so. Grants are paid under a number of headings:

- **Attendance grant**: this is paid for attending a course or a period of practical work, provided that attendance is a minimum of four hours daily. The amount of the grant in such cases is ESP 1 100 per course day or ESP 1 825 where the trainee is a trainer attending a course under the annual plan for the training of trainers.
- **Transport and maintenance grant**: this is payable to trainees who have to travel over 50 kilometres daily between one town and another in order to attend a course or for work-based training. The grant is payable provided that instruction is given in the morning and afternoon and the number of hours of training is more than four. The amount of the grant payable is ESP 1 100 per course day or ESP 1 825 per day where the trainee is a trainer attending a course under the annual plan for the training of trainers.
- **Accommodation and subsistence grant**: this is payable to trainees who attend courses or periods of practical training in firms situated more than 100 kilometres from their home base. The training concerned must be for a minimum of four hours a day. In this case the allowance payable is ESP 7 600 per trainee and day and ESP 9 100 per trainee and day where the trainee is a trainer attending a course under the annual plan for the training of trainers.

Profile of those attending occupational training courses

3.5.25.

It emerges from the annual labour statistics report for 1996 that a typical trainee, in an occupational training course that year, was a woman (55 %), aged between 20 and 29 (59 %), with a middle level of education (42 % old-style baccalaureate, or Level I or Level II vocational training) and who, although unemployed, had previous working experience (60 %).

Rate of job placement of those taking part in occupational training courses

3.5.26.

Due to the impossibility of obtaining data concerning the subsequent job placement of those taking part in occupational training courses, we had to extrapolate the relevant data for trainees attending occupational training courses managed by INEM with a positive assessment, for which precise figures are available. This group represents slightly more than a quarter of the total number of those taking part in this type of course and therefore constituted a sample which was considered sufficiently representative.

3.5.27.

As the figure below shows, the rate of job placement of trainees completing an occupational training course has been steadily rising in the last few years and, at the end of 1995, was around 74 % in the area where INEM was responsible.

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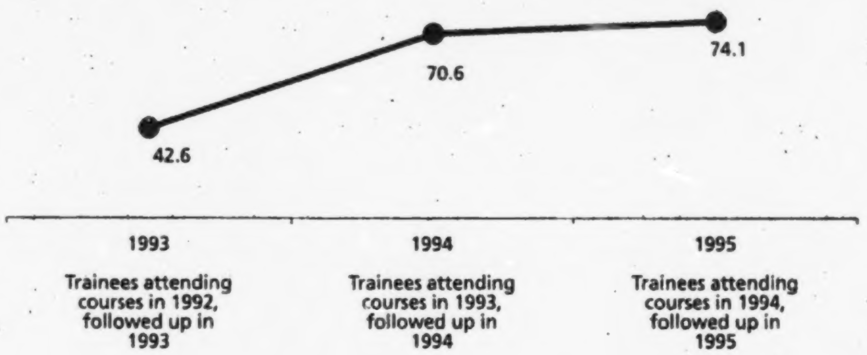
All sectors of activity except for the service sector — the one in which most trainees are given training — show above-average job placement rates, with the construction industry heading the league with 82.1 % of trainees finding a job in the year following training.

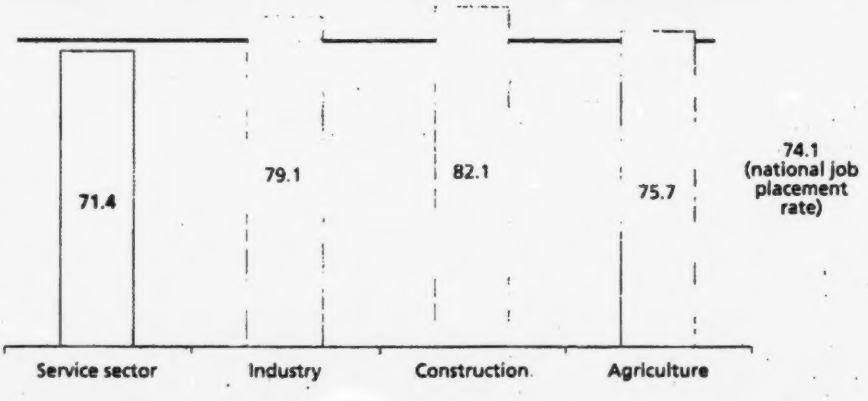
An analysis of job placement by sex shows that although women are in the majority at 55 %, they have more difficulty in finding a job. In 1995, 79.22 % of men found a job compared with 69 % of women.

Figure 48: **Job placement rate of trainees completing occupational training, 1993-95**



SOURCE: *INEM MONITORING SERVICE, INEM (1996).*

Figure 49: **Occupational training, job placement rate, by sector, 1995 (in %)**



SOURCE: *OCCUPATIONAL MONITORING SERVICE, INEM (1996).*

A breakdown by age group shows that the highest job placement rate is that of trainees aged between 20 and 29, with men reaching over 80 % and women around 74 %. As age increases the chances of finding a job decrease, especially in the case of women. In the 20 to 24 age group, women show 5 points difference compared with men, but this rises to 10 points for the 25 to 29 age group and to 16 in the 30 to 44 age group.

Evaluation of INEM — managed occupational training courses

3.5.28.

INEM evaluates the training courses it manages in order to check that the quality and content of training provided are consonant with the skill requirements of the labour market. It uses, for this purpose, the evaluation plan for cooperating centres and the survey of trainees taking part in occupational training courses.

The plan for evaluating cooperating centres aims basically:

- to check the quality of training provided, by directly assessing the adequacy of human and material resources used;
- to obtain information from the cooperating centres permitting them to be compared with one another.

The survey of trainees taking part in occupational training courses seeks to obtain quality information on:

- trainee motivation and satisfaction with the course;
- the usefulness of training received for the job-finding process and the personal benefit gained.

Certification of occupational competence

3.5.29.

Royal Decree 797/1995 lays down general guidelines for the certificates of occupational competence and their minimum content. As in the case of the certificates awarded for regulated vocational training, the units of competence on which each certificate is based are determined by joint analysis by employers. This helps to coordinate the whole range of vocational training available and to achieve the necessary system of recognition of equivalences between regulated, occupational and continuing vocational training and work experience.

The new certificates are listed in the Catalogue of certificates of professional competence (*Repertorio de certificados de profesionalidad*) which, like the List of Vocational Qualifications (see paragraph 3.3.30) has not yet been completed. It included 139 certificates up to 6 March 1998.

3.5.30.

Certification of vocational competence is a key aspect of the reform of occupational training and helps to achieve a threefold objective:

- firstly, to identify the skills typical of a given occupation and hence certifiable, making clearer the human resources and actual jobs available;
- secondly, to establish occupational training as a reliable guarantee of acquisition of these occupational skills;

- thirdly, to render vocational certificates valid nationwide, thereby enhancing the transparency of the labour market and improving labour mobility whilst maintaining a uniform level of quality in occupational training.

The certificate of occupational competence

3.5.31.
Royal Decree 797/1995 states that the purpose of a certificate of occupational competence is to testify to the possession of the occupational skills acquired in the course of occupational or continuing training, during training workshop and craft centre programmes, under apprenticeship contracts or through work experience. A certificate of occupational competence for each type of occupation is drawn up at central government level, regulated by Royal Decree and is officially valid throughout Spanish territory. It defines the skills typical of each occupation and the minimum level required for each.

3.5.32.
Each certificate of occupational competence contains:

- **an occupational profile** stating the occupational skills required, broken down by units of competence, which have a value and are important in defining jobs within an occupational field. These units of competence must reflect actual achievement and the criteria applied;
- **the theoretical and practical content** of the training course providing the knowledge, skills and attitudes linked to the level of competence evidenced by each certificate of occupational competence;
- the **training route** shown as a sequence of modules (as in the case of regulated vocational training) covering the subject matter involved in each unit of competence;
- the **total duration** in hours of the training route and of each of its modules;
- the **training objectives** and the **evaluation criteria** used to assess the trainee's acquisition of knowledge and skills.

3.5.33.
As in the case of regulated vocational training the subject matter covered in each special field may vary and be adapted to the particular situation in each region or sector of industry, provided that the minimum requirements specified in the certificate of occupational competence, which in turn is incorporated in the catalogue of certificates of vocational competence, are observed. In other words, extra subject matter may be added, but none may be deleted if the certificate is to be nationally accepted.

Figure 50: Example of a certificate of vocational competence

LAYOUTER

(Occupational group: Graphic industries)

Occupational profile

General competence: to prepare finished artwork for printing on the basis of the designer's guidelines and corporate image manuals; to prepare rough sketches, produce layouts, select and use fonts, prepare final artwork and check the quality of the printed product.

Units of competence

1. Accept originals, defining the graphic spectrum
2. Prepare images for incorporation in final artwork
3. Produce the technical layout and graphic production of the original
4. Produce final artwork and monitor and adjust product quality.

Training (620 hours)

Practical subjects: 320 hours
Theoretical content: 260 hours
Assessments: 40 hours

Training route

Preparation of proofs — Choosing images — Making-up — Production of final artwork

Modules involved in units of competence (curriculum hours)

1. **Preparation of sketches:** produce initial sketches to meet graphic design specifications (120 hours).
2. **Selection of images:** select and prepare the images most suitable for reproduction and incorporation in the graphic design (140 hours).
3. Production of technical layout as a guide for subsequent production (200 hours).
4. Produce illustrations accurately and clearly for preliminary printing (160 hours).

SOURCE: ***RD 348 OF 6 MARCH 1998, BOE No 70.***

Chapter 4
Regulatory and financial framework

4.1. Administrative arrangements

Responsibilities for vocational training

4.1.1.

Although traditionally vocational training at school level has been and remains the responsibility of the Ministry of Education and Culture and vocational training of the workforce comes under the Ministry of Labour and Social Affairs, the constitutional configuration of the Spanish State with its autonomous communities has resulted in responsibility for management and realisation of the various vocational training programmes gradually devolving to the autonomous authorities.

The planning of regulated vocational training is the exclusive province of the Ministry of Education and Culture and planning of occupational training that of the Ministry of Labour and Social Affairs. Both ministries are also responsible for management in the case of those autonomous communities, which, have not yet assumed full responsibility in this sphere.

4.1.2.

All the autonomous communities have full powers as regards the management of regulated vocational training with the exception of Castilla-León, Castilla-La Mancha, Madrid and Extremadura. It was planned to complete the process of devolution by the end of 1999.

4.1.3.

All the autonomous communities possess full powers as regards management of training and employment measures with the exception of the Basque country, the Principality of Asturias, Murcia and the autonomous cities of Ceuta and Melilla.

4.1.4.

The responsibility of the autonomous communities in the matter of vocational training falls under two headings:

- management and realisation of training plans at regional level in the case of those communities to which competence has been transferred;
- collaboration in the preparation of the national vocational training programme. This involves updating available training in terms of content, planning and organisation and identifying vocational training needs.

4.1.5.

The social partners are also involved and help to identify the skills, qualifications and occupational profiles actually in demand on the labour market.

Government bodies responsible for vocational training: distribution of responsibilities among providers

4.1.6.

The General Council for Vocational Training (point 3.1.10) is a consultative body responsible for advising the government on matters of vocational training and for drawing up the national vocational training programme. It is a tripartite body including government representatives (the ministries involved, basically Labour and Social Affairs and Education and Culture, the autonomous communities plus Ceuta and Melilla) and the social partners (trade unions and employers' organisations).

As the process of devolution of responsibilities for educational and training matters has progressed, autonomous vocational training councils with powers similar to those of the General Council in its area of competence have come into being at autonomous community level.

4.1.7.

The new national vocational training programme (NPNFP) allocates responsibility for training provision to various bodies as follows:

1. EDUCATION AUTHORITIES

(Ministry of Education and Culture and bodies responsible for regulated vocational training in the autonomous communities).

These are responsible for providing:

- regulated vocational training for young people and adults;
- social guarantee programmes for people of school age with no academic or vocational qualification;
- vocational training for first-time job-seekers with no academic or vocational qualification (tasks which will be gradually assumed by the education authorities);
- basic general education for the workforce (employed and unemployed), who may require it to complete occupational and continuing training programmes successfully. This assumes a close collaboration between the education and employment authorities so as to be able, with knowledge of a candidate's qualifications, to define the training route best suited to his/her training abilities and chances of employment.

Other bodies besides the Ministry of Education and Culture and the autonomous communities are involved in the education process. Chief among these are:

The State Schools Council (*Consejo Escolar del Estado*). This body has powers connected with the general planning of education and as an advisory body when it comes to drafting new laws. It has a chairman and a secretary-general, both nominated by the Ministry of Education, a deputy chairman elected by the Council and 80 advisers, among whom are teachers at both private and public sector establishments and universities. The Council also numbers representatives of the educational authorities, parents, pupils and administrative staff among its members

The Universities Council (*Consejo de Universidades*). This has as its principal tasks administration, coordination and planning, as well as advising on all matters relating to higher education. It is headed by the Minister of Education and its members include all those responsible for university education in the autonomous communities which have assumed full powers, the rectors of the main State universities, and other persons of standing in university circles.

2. EMPLOYMENT AUTHORITIES

(Ministry of Labour and Social Affairs and bodies with responsibilities in these areas in the autonomous communities)

These bodies are responsible for the provision:

1. **Through the national vocational training and insertion (FIP) plan:**

- of occupational training for unemployed persons in receipt of unemployment benefit;
- of occupational training for unemployed persons who have previously been in work (young people and those over 25 years of age among the long-term unemployed);
- of occupational training for first-time job-seekers when this is requested by a firm planning to employ them;
- of vocational training for people encountering particular difficulties in finding a job (the handicapped, migrants, ex-prisoners and other disadvantaged groups).

2. **Through the training workshop programme**

- of occupational training for first-time job-seekers, under 25 with no vocational qualification and not covered by the social guarantee programmes.

4.1.8.

Despite Spain's decentralised system of government, authority for management of occupational training under the FIP plan lies with the Ministry of Labour and Social Affairs, although it has also been transferred to some autonomous communities: Catalonia (1991), Valencia (1992), Galicia (1993), Andalusia (1993), the Canary Islands (1994), Extremadura (1998), Navarre (1998) and Aragon (1998). Management responsibility for other provinces lies with the National Institute of Employment (INEM).

The Ministry of Labour and Social Affairs is also responsible for drawing up a three-yearly plan of training activities within the FIP plan framework, based on proposals from the autonomous communities that have assumed responsibility for plan management.

The law provides that course programming be undertaken by INEM and those autonomous communities that have assumed responsibility for managing the national vocational training plan, subject always to the objectives formulated by the Ministry of Labour and Social Affairs at the planning stage.

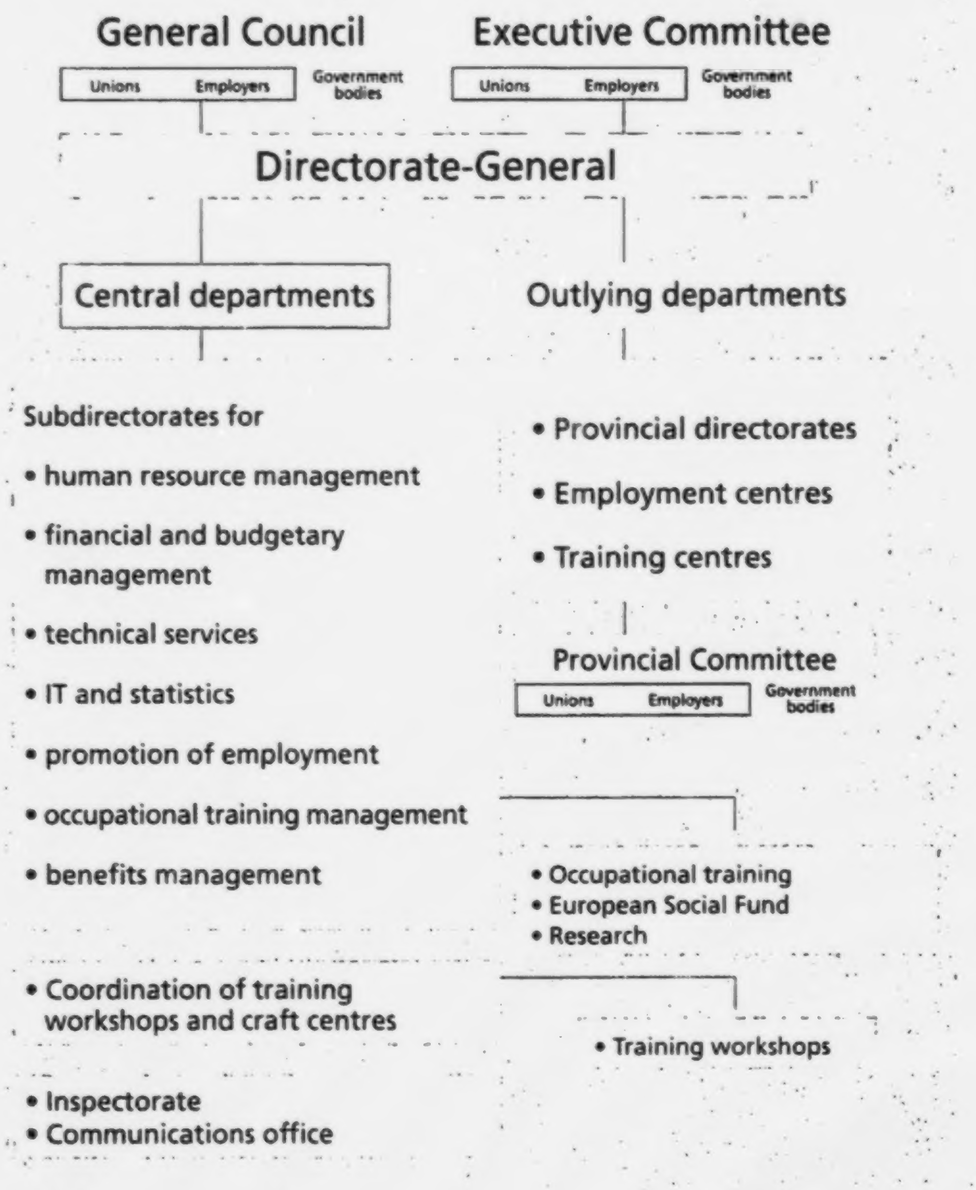
The National Institute of Employment (INEM)

4.1.9.

The National Institute of Employment (*Instituto Nacional de Empleo — INEM*) was created in 1978 in implementation of RD 36 of 16 November 1978 (BOE 18.11.78).

INEM is an autonomous administrative body, with legal personality, responsible to the Ministry of Labour and Social Affairs. Its management bodies include representatives of trade union and employers' organisations.

Figure 51: Structure of INEM


General Council
Unions
Employers
Government bodies
Executive Committee
Unions
Employers
Government bodies
Directorate-General
Central departments
Outlying departments
Subdirectorates for
• human resource management
• financial and budgetary management
• technical services
• IT and statistics
• promotion of employment
• occupational training management
• benefits management
• Coordination of training workshops and craft centres
• Inspectorate
• Communications office
• Provincial directorates
• Employment centres
• Training centres
Provincial Committee
Unions
Employers
Government bodies
• Occupational training
• European Social Fund
• Research
• Training workshops

SOURCE: *INEM STRUCTURE, INEM (1998).*

4.1.10
As the body responsible for managing employment policy INEM broadly speaking has two main functions:

(a) It acts as an intermediary in the sense of putting job-seekers in contact with employers with the dual aim of finding employment for people who are out of work and helping firms meet their labour requirements. To this end, INEM encourages worker training in accordance with the government's employment policy, organising appropriate training courses for updating and further training and, where necessary, retraining courses.

As has been previously mentioned, due to the process of decentralisation currently under way in Spain, responsibilities in such matters are gradually being passed from INEM to the autonomous communities.

(b) INEM also manages the unemployment protection system. In other words it manages and controls unemployment benefits and the subsidies and grants available to create and protect jobs. It manages the departments needed to implement unemployment protection services, recognises, suspends, cancels and renews benefit entitlement as well as requiring repayment of benefits incorrectly received by workers and the return of payments for which employers are directly responsible.

3. SOCIAL PARTNERS

(Trade unions and employers' organisations)

They are responsible for providing:

— continuing vocational training (*formación profesional continua*) for workers in employment.

Responsibility for management of, adherence to and control of, the agreements on continuing training is shared by the bodies indicated below.

4.1.11.
Signature of the tripartite agreement by the social partners and the government resulted in the creation of the **Tripartite Commission**. The function of this body is twofold: on the one hand it is responsible for monitoring the entire process, paying special attention to financial aspects. At the same time, it ensures that the general objectives of the agreement are fulfilled, devising for this purpose modes of cooperation between the social partners and the government, such as provision of centres to be used for training courses, teaching material, preparation of courses, statistics, etc.

4.1.12.
The **Joint State Commission for Continuing Training** (*Comisión Mixta Estatal de Formación Continua*) has 16 members, 8 of whom are union representatives and 8 representatives of employers' organisations. The responsibilities allocated to this body by the second national agreement on continuing training include:

— monitoring compliance with the agreement and taking the measures necessary to ensure its correct implementation;
— dealing with proposals for training courses and their financing in cases where responsibility has been given to it under the agreement;
— sanctioning involvement in European Community and other projects, and deciding as to the appropriate funding;
— resolving any discrepancies arising in the interpretation and implementation of the agreement;
— publishing reports and resolutions in its areas of competence in cases when it is required to do so;

- approving its implementing regulations;
- guaranteeing the operation of the joint committees (*comisiones paritarias*) set up under the agreement, providing them with information and the means necessary to perform their functions;
- monitoring, evaluating and controlling training initiatives and the resources allocated to the joint committees, without prejudice to the powers assigned to government inspection bodies;
- drawing up a balance sheet for application of the agreement prior to its application.

4.1.13.

The National Agreement on Continuing Training is also applied at sector level (see Section 3.4). Responsibility for control and monitoring of the agreement at this level falls to the sectoral joint committees (*comisiones paritarias sectoriales*) created specifically for this purpose in each branch of industry. These committees are made up of representatives of employers' organisations and the unions. Their functions include:

- monitoring compliance with the agreement in their field;
- drawing up guidelines for training plans;
- sanctioning the proposal for approval of a request for group training plans for a given sector, as also the supplementary and follow-up measures affecting more than one autonomous community within the scope of the agreement, and submitting the proposal for finance to the Joint State Commission for Continuing Training;
- submitting to the Joint State Commission for Continuing Training a report on company plans covered by the relevant collective agreement.

Figure 52: **Sectoral joint committees, by year of their creation**

1993

Agriculture
Food and beverages
Graphic arts and publishing
Driving schools
Nursery schools and similar centres
Rehabilitation and other centres for the handicapped
Centres of university education
Research
Wholesaling and retailing
Construction industry
Hotel and catering
Private education establishments
Financial and investment institutions
Department stores
Chemical industry
Gardening
Merchant marine
Metal industries
Refuse collection and road cleaning
Private security services

1994

Banking industry
Stockbroking
Building and office cleaning services
Consultancy firms
Private education establishments with public funding
Insurance and reinsurance companies
Industrial refrigeration
Photographic industries
Electrical industry
Insurance broking
Textile and clothing industry
Road haulage

1995

Travel agencies
Spanish footwear industry
(University) residences
Engineering firms
Service stations
Pharmacies
Mining
Hairdressers, beauticians and gymnasiums

1996

Cement products
Wood
Abattoirs for poultry and rabbits
Newspapers other than dailies
Ambulances

1997

Vehicle hire
Temporary employment agencies
Bingo organisers
Craft shoemakers, orthopaedic shoemakers and shoe repairers
Industrial refrigeration
Cork industry
Handling, packing, retailing and export of citrus fruit
Insurance broking
Perfume and related industries
Manufacture of audiovisual products
Tile and brick making
Air transport
Road passenger transport

1998

Stevedoring
Woodpulp, paper and board industries
State run ports and port activities

SOURCE: ***FORCEM (1998).***

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4.1.14.
Article 14 of the National Agreement on Continuing Training provides that the Joint State Commission on Continuing Training may approve the creation of joint commissions at the level of the autonomous communities composed of those employers' and union organisations most representative of the area, if that contributes to implementation of the agreement.

Their functions include:

- monitoring compliance with the agreement within their autonomous community;
- sanctioning proposals for approval of funding for company and group training plans in those sectors where no collective agreement or sector training agreement exists, provided that the training takes place within the autonomous community;
- sanctioning proposals for approval of funding for cross-sectoral plans, individual training permits and supplementary training measures, and monitoring training at autonomous community level;
- monitoring implementation of measures within the autonomous community and keeping the Joint State Commission informed;
- conducting studies and research at autonomous community level.

Figure 53: **Creation of joint territorial commissions, by year**

1993

Catalonia
Valencia
Galicia

1994

Asturias
Cantabria
Castilla-León
Extremadura
Madrid

1995

Balearic Islands
La Rioja
Andalusia
Murcia

1996

Navarra
Castilla-La Mancha

1997

Aragón
Canary Islands

1998

Basque country
Ceuta and Melilla

SOURCE: ***FORCEM (1998).***

4.1.15.
When signing the continuing training agreements, the government and the social partners agreed that all matters connected with management, monitoring and technical control of training for employed workers and apprentices would be the sole responsibility of Forcem, a joint national non-profit body under private law governed by the general regulations provided for such organisations and set up on 19 May 1993.

4.1.16.
In addition to these general functions mentioned, Forcem is responsible for:

- organising and administering its resources in accordance with its articles of association and the current agreement;
- promoting the idea of continuing training among employers and workers;
- receiving and processing applications for assistance with various types of training, evaluating them from the technical point of view, keeping the relevant

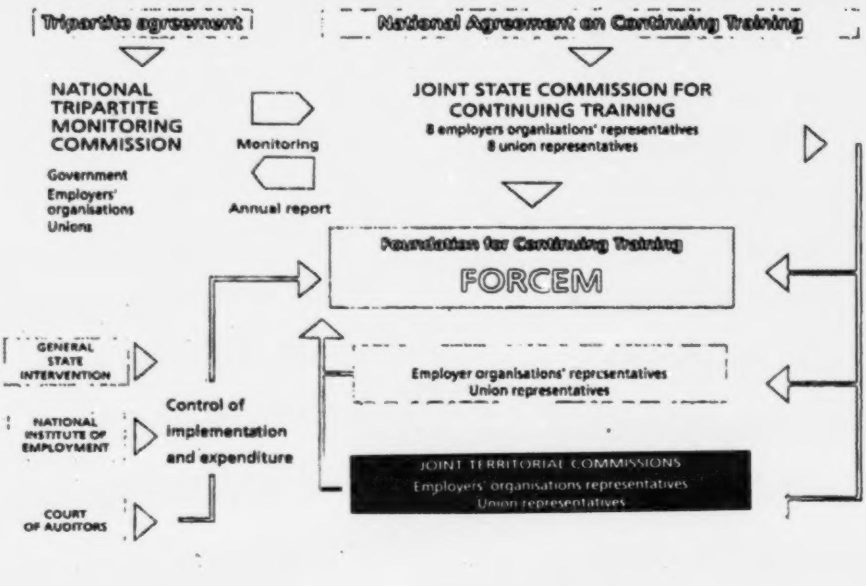
records and accounts, and making proposals based on them to the tripartite commission;

- submitting to the tripartite commission a yearly report on the results of implementation of the national agreement and an assessment of the training activity for which finance was provided, stating the number and type of training programmes carried out by sector, the number of workers given training by occupational grouping, and the cost;
- monitoring and controlling approved training initiatives and when necessary claiming repayment of funds wrongly paid out;
- producing reports, giving opinions and the like on matters connected with continuing training at the request of the tripartite commission;
- submitting to the tripartite commission proposals for finance for the operating budget.

4.1.17.
Forcem has a number of governing and management bodies.

4.1.18.
The **Forcem Governing Board** has the same composition and responsibilities as the Joint State Commission for Continuing Training. It is composed of nine representatives of employers' organisations and nine representing the unions, appointed for a period of four years.

Figure 54: **Basic structure of continuing training**


Tripartite agreement
National Agreement on Continuing Training
NATIONAL TRIPARTITE MONITORING COMMISSION
Government
Employers' organisations
Unions
Monitoring
Annual report
JOINT STATE COMMISSION FOR CONTINUING TRAINING
8 employers organisations' representatives
8 union representatives
Foundation for Continuing Training
FORCEM
GENERAL STATE INTERVENTION
NATIONAL INSTITUTE OF EMPLOYMENT
COURT OF AUDITORS
Control of implementation and expenditure
Employer organisations' representatives
Union representatives
JOINT TERRITORIAL COMMISSIONS
Employers' organisations representatives
Union representatives

SOURCEE: **FORCEM (1998).**

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Figure 55: Responsible authorities

Level	Regulated vocational training									Other types of initial vocational training (training workshops, training contracts and practical training contracts)									Continuing vocational training									Occupational training							
National	2 3 4 7	2 3 4 7	2	2						1 3 4 7		1 6							5 3 4 7	6 7 5	7							1 3 4 7	1 4 3 7	1 5					
Regional			4																	6 7 5									1 4 7	1 4 5					
Local		2 8 4 7		2 8 5	8						1 6 5																		1 4 8	1 4 5					
Organisations or institutions		2 4 8		2 8	8	2 8	2 8 6	2					1 6 8	1 8 5		6 8		6				6 8 5	6 7 8	2		6 7 5	6 7 5		8		1 5 8	1 5 6	1 4 8	1 4 6 8	1 4

Responsible bodies

1. Ministry of Labour and Social Affairs
2. Ministry of Education and Culture
3. General Council for Vocational Training
4. Autonomous communities, where responsibilities have been transferred
5. Other public sector bodies involved in vocational training
6. Firms
7. Social partners
8. Training centres

Powers

- ▨ Planning
- ☐ Programming
- ☐ Management
- Evaluation and certification
- ☐ Information and counselling

Training

- ☐ Only in teaching and training centres
- ☐ Alternance-based
- ☐ Self-instruction
- ☐ Only at place of work

NB: Because of the large number of bodies involved and the overlapping of responsibilities, this chart is necessarily a simplification.

SOURCE: *NEW NATIONAL VOCATIONAL TRAINING PROGRAMME AND FORCEM, FIGURE: ESIN CONSULTORES.*

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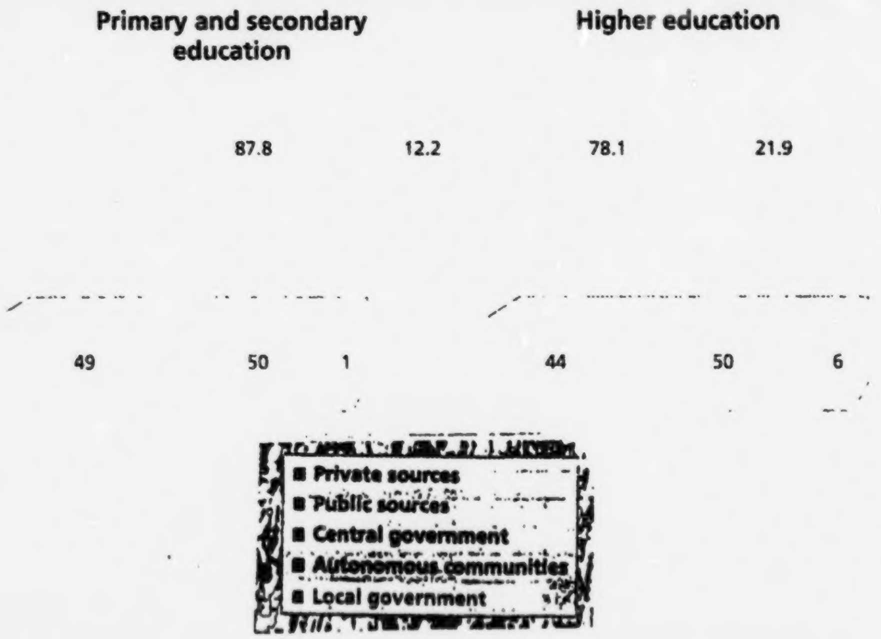
4.2. Financing of education and training

Educational expenditure

4.2.1.

Funds used to finance education derive from both public and private sources. Government finance is mainly composed of the allocations from the Ministry of Education and Culture, the autonomous communities and local authorities. Private funding mainly stems from the pupils' families and from some private organisations active in the field of education. It is whether the funds concerned are provided by a public sector or private source, and not the recipient of the funds, that determines whether expenditure is regarded as government or private expenditure.

Figure 56: **Source of funds for education, 1994 (in %)**



SOURCE: ***EDUCATION AT A GLANCE, OECD INDICATORS, OECD (1997).***

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4.2.2.

As can be seen from the figures for 1987 to 1997 in Table 21, the volume of government funds voted to education is considerably higher than that deriving from private sources. In order to ensure that compulsory education is free for all, the government has to assist those educational centres which fulfil the requirements laid down by law. To this end the Law on the Right to Education sets out the regime whereby, in order to make it possible to choose the place of education, public funds are used to finance private centres which meet certain conditions.

Table 21: **Educational expenditure, 1987–97**

Year (1)	Total expenditure (2) (ESP 1 000 million) (3)	% GDP	Government expenditure ESP 1 000 million (3)	Families' expenditure (ESP 1 000 million)
1987	1 731.6	4.79	1 364.0	424.5
1989	2 384.4	5.21	1 918.3	513.9
1992	3 319.4	5.62	2 745.2	700.5
1994	3 737.7	5.78	3 022.7	866.6
1996	4 246.3	5.76	3 394.0	1 027.5
1997	4 456.0	5.67	3 545.7	1 093.2

(1) Expenditure for 1996 and 1997 are estimates.

(2) Government expenditure refers to the amount spent on education by the education authorities (Ministry of Education, local authorities/Departments of the autonomous communities with full responsibility for education), State universities, other ministries and authorities, autonomous communities without full responsibility and local authorities.

(3) EUR 1 = ESP 165.

SOURCE: 'DATOS Y CIFRAS DEL CURSO ESCOLAR' 1997/98, MINISTRY OF EDUCATION, (1998).

4.2.3.

The greater part of government funds is used to cover the costs of personnel (teachers' salaries at both public and jointly run centres), purchases of goods and services, subsidies to private educational bodies, scholarships and research.

4.2.4.

Students at State universities pay fees to cover part of the teaching costs. The amount of such fees will vary from one course to another and under the Law on University Reform, fees for university courses leading to official qualifications are fixed by the relevant autonomous community or central government as the case may be. These fees must fall within limits fixed by the Universities' Council. Fees payable for other types of courses — those that do not lead to an official qualification — are fixed by the social council (*Consejo Social*) of the university concerned or, where no such body exists, are approved by the Ministry of Education.

4.2.5.

At each level of education, in both government and privately run centres, students have to bear the cost of transport, food, extramural activities, textbooks and in some cases accommodation.

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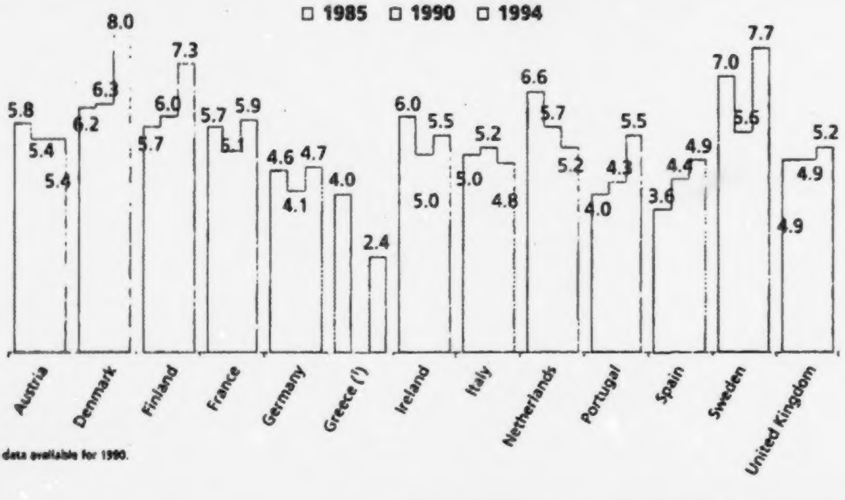
The education system possesses a number of mechanisms to compensate for inequalities in education. One basic means of doing so is the provision of scholarships and grants in order to enable students who show the ability, but lack the necessary finance, to undertake or continue a course of study beyond compulsory education. This provision reflects the concern for diversity, since it seeks to assist those members of the school population who are in particular need of help.

Since free compulsory education is guaranteed by the provision of government finance for schools, the award of scholarships is particularly important in the case of courses going beyond compulsory education and complementing basic education. At compulsory education level, assistance is directed to helping to fund transport to and from school, food and board.

Above compulsory education level, the system of scholarships and grants is centrally administered, except in the case of the autonomous community of the Basque Country, which has assumed responsibility for students there. **Scholarships and general grants** exist for courses following on from compulsory education and are awarded on the basis of family income and the students' likelihood of benefiting from the course. There are also **special scholarships and grants** at pre-school or special school level, scholarships for university students and grants for foreign language courses abroad. These, depending on the case, cover travel, accommodation, materials for study or exemption from fees, and in the case of the lowest income families represent compensation for income not earned by a student.

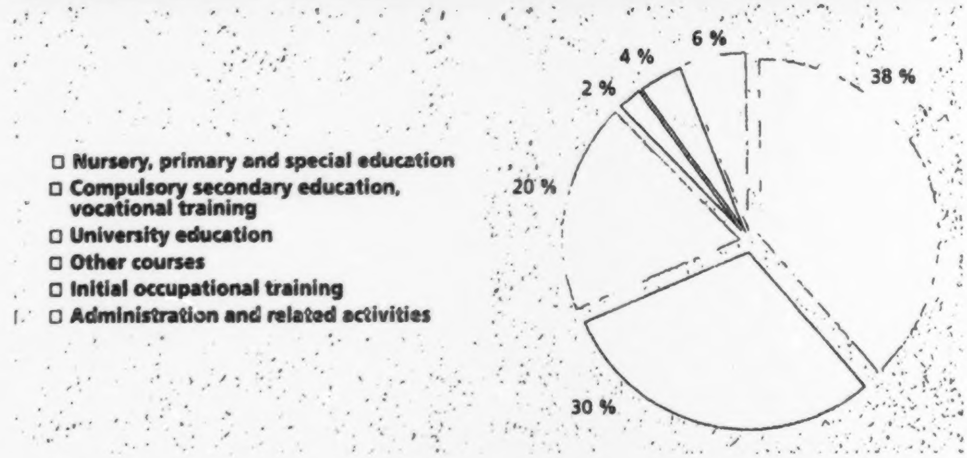
Figure 57: **Expenditure on education in EU Member States, (as per cent of GDP, 1994)**



(¹) No data available for 1990.

SOURCE: EDUCATION AT A GLANCE, OECD INDICATORS, OECD (1997).

Figure 58: **Government expenditure on education, 1997**



SOURCE: 'DATOS Y CIFRAS DEL CURSO ESCOLAR 1997/98', MINISTRY OF EDUCATION (1998).

Financing continuing training

4.2.6.
Although there are signs that the situation is changing, the survey of labour costs published by the National Statistical Institute shows that Spanish firms lag well behind those in most EU countries as regards spending on worker training. Spending on continuing training is in direct proportion to the size of firms and is almost exclusively confined to larger companies.

4.2.7.
There are no statistics providing a systematic picture of training expenditure by each firm in Spain, so that in this section we shall concentrate solely on courses run by Forcem.

4.2.8.
Non-regulated vocational training traditionally had two sources of finance. One was the vocational training allocation amounting to 0.7 % of the Fund provided under the social security system which firms and workers had to pay as industrial accident and work-related sickness insurance. The second was the contributions which, since 1986, have been received from the EU Structural Funds, and specifically the European Social Fund.

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Table 22: **Funds received by Forcem, 1996, in ESP 1 000** (1)

Source		**Amount**
From INEM		65 271 913
From the European Union		24 212 219
Objective 1	*10 144 771*	
Other than objective 1	*13 039 361*	
ADAPT	*1 024 806*	
European Year (of Lifelong Learning)	*1 590*	
Leonardo programme	*1 691*	
Total income from public sector funds		**89 484 132**
Receipts		2 233 142
Other operating income		45 541
Extraordinary income		398
Total other income		**2 279 081**
Total budget		**91 763 213**
Budget deficit for the year		2 320 495
Total		**94 083 708**

(1) EUR 1 = ESP 165.

SOURCE: ***ACTIVITIES REPORT FOR 1996, FORCEM (1997).***

4.2.9.
When the continuing training agreements were signed and Forcem created in 1993, it was decided that a portion of the 0.7 % contribution referred to above would be used to finance measures under the national agreement. The figure was set at 0.10 % in 1993 and was to increase gradually over the life of the agreement to 0.20 % in 1994, 0.25 % in 1995 and 0.30 % in 1996. In addition, it was agreed that if the overall contribution was increased the entire amount of the increase would be applied to continuing training. Currently the percentages, for occupational training and continuing training are the same, namely, 0.35 % of the contribution.

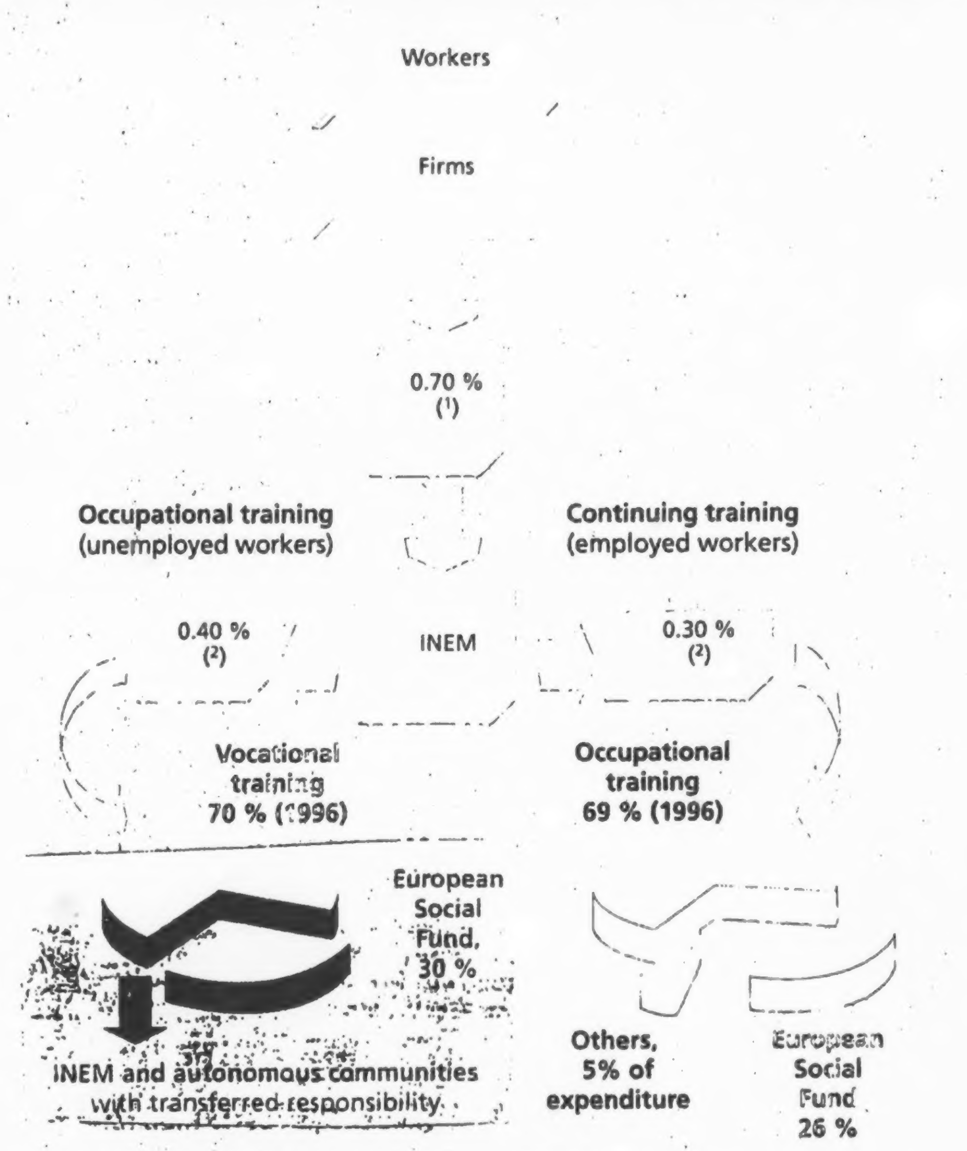
4.2.10.
The channelling of these funds will remain the responsibility of the social security authorities while INEM will annually transfer the appropriate portion to the Joint State Commission for Continuing Training.

Table 23: **Portion of 0.70 % contribution, allocated to continuing and occupational training, 1993–97**

	Continuing training (employed)	**Occupational training (unemployed)**
1993	0.10 %	0.60 %
1994	0.20 %	0.50 %
1995	0.25 %	0.45 %
1996	0.30 %	0.40 %
1997	0.35 %	0.35 %

SOURCE: ***ACTIVITIES REPORT FOR 1996, FORCEM (1997).***

Figure 59: **Funding of training for workers, 1996**


Workers
Firms
0.70 %
(1)
Occupational training
(unemployed workers)
Continuing training
(employed workers)
0.40 %
(2)
INEM
0.30 %
(2)
Vocational
training
70 % (1996)
Occupational
training
69 % (1996)
European
Social
Fund,
30 %
INEM and autonomous communities
with transferred responsibility
Others,
5% of
expenditure
European
Social
Fund
26 %

---

(1) 0.7 % of total amount collected by social security from employers and workers.

(2) These percentages have now changed and are 0.35 % for continuing training and 0.35 % for occupational training (see Table 23). However, since no data are available for expenditure in 1997 we have used the 1996 figures, which reflect the proportions at that time.

SOURCE: ***FORCEM*** *and* ***INEM*** *(1998). FIGURE:* ***ESIN CONSULTORES, MEC*** *(1998).*

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Financing occupational training

4.2.11.
Occupational training under the FIP plan is funded through the government's general budget which annually allows for the relevant expenditure. Although there is no *a priori* specific, direct relationship between income and expenditure, it would be logical to consider as sources of funds the vocational training contribution paid by firms and workers, which, as we have said, is 0.70 %, of which 0.35 % is earmarked for occupational training, plus assistance from the European Social Fund.

Table 24: **Initial budget for occupational training, 1994 and 1996–98, in ESP (1)**

	1994	1996	1997	1998
National Agreement on Continuing Training (ANCP)	36 425 163 000	51 048 163 000	61 532 591 000	94 611 435 000
General national budget	5 080 838 078	519 369 000	519 369 000	833 400 000
FIP plan	67 457 126 922	68 089 123 000	68 038 963 000	79 705 565 000
Total	**108 963 128 000**	**119 656 655 000**	**130 090 923 000**	**175 150 400 000**

(1) EUR 1 = ESP 165.

SOURCE: ***INEM (1998).***

The autonomous communities to which responsibility for management of the FIP plan has been devolved receive a transfer of funds under Chapter 4 of the budget, the percentage or amount of which is determined year by year on the basis of a series of indicators and territorial objectives, approved by the Sectoral Conference on Labour Affairs, and formalised by the Council of Ministers, having regard to Article 153 of the General Law on the Budget.

Table 25: **Breakdown of budget amounts transferred to the autonomous communities with responsibility for occupational training, in ESP 1 000 (1)**

	1993	1994	1995
Catalonia	5 737 680	7 656 351	9 423 600
Andalusia	13 021 400	15 972 359	14 802 930
Valencia	5 902 800	7 767 322	7 783 080
Galicia	4 357 100	5 363 233	5 108 782
Canary Islands	No transfer	3 032 804	3 427 188
Total	**29 018 980**	**39 792 069**	**40 545 580**

(1) EUR 1 = ESP 165.

SOURCE: ***OCCUPATIONAL MONITORING SERVICE, INEM (1996).***

Chapter 5

Qualitative aspects of vocational training

5.1. Certification and qualifications

Planning vocational training

5.1.1.
Since the beginning of the 1990s the Ministry of Education and the Ministry of Labour have been working together to overhaul the vocational training available. To ensure the necessary coordination between regulated and occupational vocational training, the two ministries actively involve the social partners so as to ensure that occupational profiles and skills are actually those that industry requires. Similarly, the two ministries use the same methods and work at the same rhythm, as, for example, in the case of the sectoral studies they produce every three years.

5.1.2.
The review of regulated and occupational vocational training is being carried out having regard to both territorial and sectoral needs.

- In the case of the former, efforts are being made to adapt available training to local needs and to provide only such specialist training as is really needed in a given area.
- In the second case, efforts are being made to adapt available training to the skill requirements in each sector on the basis of information concerning the economic, technical, job and training situation in each of the 28 sectors of industry, which are being studied by INEM's Subdirectorate for Management of Occupational Training. Here again, the social partners are involved.

Most of the work under this heading is being done by the provincial committees, on which the social partners are represented, and INEM's occupational monitoring service, which obtains its information from the following sources:

- the nationwide network of employment centres;
- the nationwide network of teachers, organisers and experts in the field of occupational training;
- job advertisements published in newspapers;
- surveys of firms and employees in each sector of activity;
- statistical and labour market studies carried out by institutions, firms, social bodies and banks, and other INEM studies;
- studies seeking to determine the training needs at company, sector and territorial level and other INEM studies.

5.1.3.
It will also be necessary to establish a national system of vocational qualifications in order to progress towards the objective of an integrated vocational training system.

The future national system of vocational qualifications

5.1.4.
The creation of a national system of vocational qualifications was one of the priorities referred to in the first national vocational training programme. Although some moves have been made in this direction, the creation of a single system of vocational qualifications was not achieved between 1993 and 1996 when the programme was in force and, currently, the education system has no mechanism for

recognising occupational knowledge and skills acquired in the course of occupational training.

When the new national vocational training programme was approved in 1998, emphasis was placed on the urgency of creating a single system of qualifications making it possible to assess and recognise the various means whereby people are able to acquire occupational skills. The starting point was an overall plan for vocational training as a whole.

5.1.5.

According to the new programme, the system would:

- faithfully reflect the skill requirements of industry at national level;
- provide a framework of reference for the constant updating of all types of vocational training and serve as a basis for systems of training accreditation and quality (training contracts, continuing training, practical training and work experience, social guarantee programmes and occupational training);
- provide job-seekers with guidance during the processes of classification and qualification;
- provide systematic information as a basis for collective bargaining;
- enhance the transparency of the labour market so that the skills evidenced by the various formal qualifications are immediately clear to employers and workers;
- design and produce a file of training routes composed of occupational modules enabling trainees to acquire the various units of competence, certificates of occupational competence and middle and higher-level qualifications.

In this sense the national system of vocational qualifications must serve as a reference framework for programming training courses within any vocational training subsystem.

5.1.6.

The second national vocational training programme provided, within a maximum period of six months from the date of approval (February 1998), for the setting up of a National Institute of Vocational Qualifications responsible to the General Council for Vocational Training and charged *inter alia* with setting up and managing the National System of Vocational Qualifications.

5.1.7.

It is similarly planned within the new institute to create a central occupational monitoring service in order both to assure a flow of information between the various other monitoring systems and to provide information concerning the need for, and potential availability of, persons trained in certain professional and occupational fields and the relevant profiles.

5.1.8.

The agreement considers the involvement of the autonomous communities and the social partners in all these processes to be of fundamental importance.

Formal qualifications and certificates issued by the initial/regulated vocational training subsystem

5.1.9.

As was explained when discussing the availability of regulated vocational training (middle and higher level training cycles) (see paragraph 3.3.19), the Catalogue of Vocational Qualifications (see paragraph 3.3.30) drawn up by the Ministry of Education together with the various titles and certificates involved at each level, will also include the requirements for admission to courses and the levels of access.

5.1.10.

The General Law on the Education System (LOGSE) creates the 'technician' qualification to replace the old level I assistant technician qualification that still exists (see Section 3.3).

Middle level vocational training qualifications testify to the possession of skills that may be asked of a competent technician in any occupational field in a series of work situations and in different contexts and which involve the independent monitoring of results insofar as the means, techniques and certain types of individual behaviour are concerned.

This level of qualification corresponds to that of a skilled worker and in academic terms to secondary education. In European terms it corresponds to Level II as set out in the Second Council Directive 92/51/EEC on the recognition of vocational education and training between the various Member States. It is confirmed by a certificate.

5.1.11.

The General Law on the Education System (LOGSE) creates a 'higher technician' qualification to replace the old Level II specialist technician qualification, which still exists (see paragraph 3.3.26 on regulated vocational training).

Higher level vocational training qualifications testify to the skills required of a competent higher technician in the appropriate occupational field in a series of work situations and in a variety of contexts. This generally implies the ability to combine technical, organisational and financial variables independently in order to choose processes and resources and frequently involves supervision of the work of other technicians.

This level of qualification corresponds to that of a middle level technician and in academic terms to non-university higher education. In European terms it corresponds to Level III as set out in the Second Council Directive 92/51/EEC on the recognition of vocational education and training between the various Member States. It is confirmed by a certificate.

5.1.12.

A person who has taken part in a social guarantee programme (see paragraph 3.3.37) will be awarded a certificate listing, for the areas of basic education and each of the specific training modules, the total number of hours covered by training and the qualifications and skills obtained, the latter being graded on a basis of one to ten. This qualification will be taken into account should the person concerned wish to take part in a middle level training cycle by entrance examination.

Qualifications under the occupational training subsystem

5.1.13.

As in the case of regulated vocational training, the Ministry of Labour is producing a list of vocational certificates giving the various specialist fields and minimum subject matter and training routes for each. These apply through Spain and will also serve as recognition of knowledge gained through experience on the job.

5.1.14.

As provided by Ministerial Order of 13 April 1994 regulating the specialist training included in the FIP plan, vocational qualifications may be grouped under three headings according to level. It will therefore be necessary to differentiate between:

- a basic level covering those special courses 'whose purpose of training is to provide an initial or basic qualification for students with no knowledge in the field. Knowledge imparted at this level must equip trainees to carry out a simple job of work and be easily acquired';
- a middle level covering special courses 'whose purpose is to provide a higher level of qualification in a given occupation to trainees who have already received training equivalent to that at basic level. Skills taught at this level must relate to the carrying out of a defined activity and the ability to use the appropriate instruments and techniques, possibly independently, within the limits of the technology involved';
- a higher level covering special courses 'whose purpose is to enhance and update the level of skills in one or more technical fields in the case of persons who have already received training similar to that at middle level. It will refer to technical occupations involving a degree of responsibility for planning and coordination. At higher level this will include special professional or technical courses leading to a qualification equivalent to a middle or higher level university qualification for which students are trained in the techniques used to carry out a job of work. These are occupations involving responsibility for independent design, supervision or management and which generally presuppose a mastery of the scientific basis of the occupation involved'.

Assessment of trainees undergoing regulated vocational training

5.1.15.

As the General Law on the Education System (LOGSE) provides, assessment of the level of knowledge acquired by students in middle or higher level courses will be based not only on their knowledge but also on their practical ability. In other words when evaluating a trainee's skills, account will be taken, as RD 676 of 7 May 1993 puts it, of 'the occupational competence typical of the level of qualification serving as the benchmark for defining the general objectives of the training course and the objectives in terms of abilities for the modules of which it is composed ...'.

Assessment should be continuous and take place for each training module. Successful completion of a training course will involve a positive assessment for each of the component modules.

The assessment board is made up of both the qualified instructors and outsiders involved in teaching, such as technicians from industry and union representatives.

5.1.16.

As stated in Ministerial Order of 12 January 1993 'Assessment of students taking part in social guarantee programmes should be continuous and carried out with reference to the objectives set by the team of instructors in the training programmes ... as also the degree of maturity achieved in relation to the objectives set out in Section 4'.

Assessment of trainees in occupational training

5.1.17.

Just as a worker in regulated vocational training is awarded an occupational qualification on successfully completing all the modules involved, those undergoing occupational training may accumulate credits for units of occupational competence associated with the various modules.

Responsibility for assessment lies with the assessment committees who have to put the trainees through the appropriate theoretical and practical tests to assure that they possess the minimum skills required to qualify for a certificate of proficiency in the field concerned.

5.2. Teachers and training of trainers

Requirements for teachers and trainers in regulated vocational training

5.2.1.

Teachers and trainers employed in middle and higher level training courses fall under two headings, namely external instructors and regular teachers:

- external teaching staff are professionals or specialists who give instruction in a very specific field and work on the basis of a temporary contract;
- regular teachers are either:
  - secondary school teachers who hold a higher qualification, have successfully completed a teacher training course and have been chosen by an open competition or selection process;
  - technical vocational training instructors who must meet the same requirements except that they may hold a middle level or diploma qualification.

The teacher training course for those with a previous qualification or the professional teacher training course both last approximately a year and include teaching practice.

5.2.2.
Teachers of plastic arts and design may work in either public or private sector centres.

Teachers working in public sector centres again break down into two groups:

- teachers of plastic arts and design who must have a higher level qualification and have successfully passed the relevant entry test;
- teachers who have the lower qualification of master in the field of crafts and plastic arts and who must hold a middle level qualification and have passed the relevant entry test.

5.2.3.
Language teachers in official language schools, and at distance learning centres, must be official language teachers. They must hold a higher qualification and pass the necessary acceptance test.

In the case of privately run centres the requirements for language teachers are far more flexible.

5.2.4.
To be a qualified teacher of music or the performing arts a person must hold a higher level qualification and pass a selection test. He or she must also have successfully completed a course of teacher training.

Training of trainers for regulated vocational training

5.2.5.
Although the various specific courses in regulated vocational training are planned having regard to the training and further training needs of teachers according to the level at which they are employed, the theoretical framework remains the same and can therefore be extended to teachers in vocational training and special education.

5.2.6.
In the public sector, the training of trainers is showing a marked trend towards decentralisation. Every autonomous community draws up its own requirements in the form of training programmes based on a combination of proposals from the education authorities and teachers.

Traditionally those institutions most directly involved in trainer training have been the teacher centres (*centros de profesores*) or similar institutions in the autonomous communities, and the resource centres. At university level this function has generally been fulfilled by the Institutes of Educational Science (*Institutos de Ciencias de la Educación — ICE*).

For some time now, there has been a tendency to combine teaching centres and resource centres, and school support services into what are known as teaching and resource centres (*centros de profesores y recursos — CPR*) whose principal function is the contextualisation of general and provincial training plans and programmes, and promoting and assisting innovation, educational research in the various centres and the exchange of experience between teachers.

Each year, special teaching and technical courses are organised for around 2000 vocational training instructors in areas where the Ministry of Education is responsible. Similar courses are organised in the autonomous communities to which authority has been transferred.

5.2.7.

In the private sector continuing training is organised at national level with two basic objectives. The first is to help cope with the need for vocational training and assist with teachers' retraining by helping them to update their knowledge and adapt to new industrial technology. At the same time, distance learning is used to assist teachers in bringing their teaching activity into line with this knowledge.

5.2.8.

The third objective in the section of the new national vocational training programme devoted to regulated vocational training emphasises the importance of improving the training of trainers. Among the measures it proposes are:

- facilitating and encouraging teachers to spend periods in firms in the sector concerned;
- using specialists from a working environment to give specific vocational training.

Categories of, and requirements for, occupational training instructors

5.2.9.

Those giving occupational training under the management of INEM fall into three categories:

- INEM staff trainers, who are INEM officials;
- trainers employed by other training bodies such as cooperating centres, etc.;
- trainers who are not officials of INEM, but are contracted by it to give courses.

5.2.10.

The same is true with some variations of those involved in occupational training not managed by INEM. In each case the requirements to be met by trainers are set out in the Royal Decree regulating the relevant certificate of professional competence.

Training of trainers for occupational training

5.2.11.

As explained in Section 3.5, INEM organises, directly or through other bodies, basic training or technical updating courses for trainers or other technical personnel involved in courses under the vocational training and insertion (FIP) plan. Each year it draws up a further training plan for FIP plan trainers through its subdirectorate for the management of occupational training and in collaboration with its provincial directorates and national training centres.

5.2.12.

The general objective of these courses is to increase trainers' technical knowledge so as to enhance their professionalism and teaching abilities. Further technical training is definitely a key strategy for improving the quality of occupational training.

5.2.13.

In 1998, it was decided to offer 160 further training courses directly related to 24 occupational families and transversally to all the 27 families covered. These courses are designed for an estimated 8 000 trainers directly involved in FIP plan training, plus those providing training in training workshops and craft centres.

These courses are completed by another series of courses managed by INEM's human resource department and its directorate for new technology programmes. These are primarily designed for INEM training staff.

5.2.14.

There are basically two types of course in existence:

- training courses for trainers running to 250 hours or more;
- training courses for trainers of less than 250 hours.

5.2.15.

The plan aims to cover all trainers involved in the FIP plan, whether under autonomous community or INEM management. The groups of trainers for whom these courses are available:

— **in areas managed by INEM**
  - trainers employed or contracted by INEM;
  - experts contracted by INEM or likely to be so;
  - teaching staff of cooperating centres and cooperating firms;
  - trainers in training workshops and craft centres.

— **in areas managed by the autonomous communities**
  - permanent or temporary employees of the autonomous communities;
  - experts contracted by the autonomous communities or likely to be so;
  - teaching staff of cooperating centres and firms within the autonomous communities.

5.3. Vocational guidance

Introduction

5.3.1.

A large number of organisations and institutions in both the public and private sector provide this type of service. Moreover, it should be borne in mind that the process of decentralisation at present under way has meant that government authorities at local or autonomous community level tend to develop their own counselling services.

Since it would be impossible to enumerate and describe every service, we shall adopt our previous practice of discussing only those whose structure or function qualifies them to be regarded as typical, or which are responsible for counselling a substantial number of people, as is the case of INEM.

Vocational guidance in the context of regulated vocational training

5.3.2.
Vocational guidance at secondary school level, which covers both Levels I and II vocational training and middle and higher level vocational courses, exists at three levels:

1. At **classroom or group level.** This is the responsibility of a tutor who assumes general responsibility for the group even though tutorials usually only take up a few hours a week.

2. At **school level.** This is the responsibility of a vocational counselling department which uses the information provided by the INEM counselling and employment departments, at least in the territory for which the Ministry of Education and the autonomous communities of Catalonia and Andalusia are responsible. These departments are active in the following fields:
   - assisting the teaching and learning process;
   - academic and vocational guidance;
   - tutorial activity.

3. At **school system level** in the district or sector which appoints the guidance teams. These:
   - help to coordinate curricular planning between primary and secondary schools in a given area;
   - develop, adapt and disseminate educational guidance material and aids.

5.3.3.
Both middle and higher level training courses include a vocational training and guidance module for each specific area. These are developed by the counselling departments of the centres concerned using information provided by the employment counselling services.

Vocational guidance for university students

5.3.4.
Employment information and counselling centres exist at a large number of universities. These are managed by INEM, or the autonomous communities with transferred powers, and provide information and career guidance for those completing university courses. They also act as intermediaries between students and firms for placement purposes.

5.3.5.
Non-profit associations with similar functions also exist at this level. They are managed by students and provide opportunities for practical training in firms within Spain or abroad.

Many professional associations offer training, which is generally not free of charge, and also award a number of working scholarships for their members.

Parents as guidance counsellors

5.3.6.
Parents are an important source of information and guidance of an informal nature, especially in the initial stages of a person's career. Most parents feel responsible for ensuring that their children achieve a smooth transition to adult working life. According to a European Commission report on educational and vocational counselling services in the European Community, parents often do not feel themselves sufficiently involved in the official counselling process. This, according to the report, is due in part to the fact that the counselling services often seem to distrust the influence

that parents might have and are doubtful as to whether their influence is necessarily in the best interests of the young people concerned. Not infrequently parents seek to inspire their children with their own ambitions. At the same time, sometimes pessimism as to the likelihood of finding work may have a depressing effect. Consequently, the counselling services generally prefer not to involve parents in the interviews they hold, or in other activities used to guide their children.

Plans for an integrated employment service

5.3.7.

Together with training programmes for the unemployed, integrated employment services are part of the government's active employment policy and are, in a way, a preliminary stage of training. They are regulated by RD 735 of 5 May 1995 and subsequently by ministerial orders of 10 October 1995 and 20 January 1998.

It is hoped, through cooperation agreements with INEM linked to the provision of INEM grants, to involve public sector and private non-profit bodies in studies of the labour market and in establishing career routes which include information and vocational guidance, job-finding techniques, job creation incentives and all those activities of an innovative nature designed to enhance the employability of unemployed workers.

The aim of these various initiatives is to personalise the counselling given to the unemployed, so as to adapt it to their particular personal and work situation and take account of the psychology of each person in order to choose the most appropriate option in each case. This involves combining a number of services in order to accompany and assist a job-seeker throughout the process of finding employment.

5.3.8.

The subject matter of a cooperation agreement falls under a number of headings:

(a) **Analysis of the labour market.** This involves carrying out studies in various regions and sectors of industry in order to discover the typical features of their labour markets and the differences between them, so as to be able to plan activities such as information, career guidance and job-seeking.

(b) **Devising processes for enhancing the employability of job-seekers according to the specific needs of each.** This will involve some or all of the following:

- An *in-depth personal interview* aimed at identifying the profile of a job-seeker and hence determining what means are best suited to help him/her find a job.
- *Occupational classification:* This involves defining the qualifications of individual job-seekers for a given type of occupation and making an assessment of practical skills and technical knowledge in order to define the person's occupational profile.
- *A personal career and training plan:* This is undertaken in the case of job-seekers who have no plan of their own and have not decided on action to take to improve their chances of finding a job, in order to help them adopt a systematic approach to job finding.
- *Job information:* This is designed to provide sufficient information regarding the regional employment and job situation for each job-seeker.
- *Work-related personal development:* This involves activity directed at job-seekers experiencing special difficulty in finding employment because of the barriers they have themselves assumed or created, including discouragement, lack of self-confidence, inhibitions when it comes to taking decisions and seeking solutions

to the problem of unemployment, and an inability to take responsibility for planning their personal career and training programme.

- *Active job-seeking:* This involves providing those concerned with a knowledge of the methods that will enable them to find a job, and helping them put them into practice.
- *Mixed training/employment programmes which combine the process of guidance, theoretical training and the possibility of on-the-job learning:* These activities come under the vocational training and insertion (FIP) plan discussed in paragraph 3.5.3, and the programmes of the training workshop and craft centres (see paragraph 3.5.8). The action plan for employment (see Section 6.2) allows for the creation of a new mixed type of programme combining training and employment and known as 'employment workshops'.
- *Specific plans for the acquisition of work experience.*
- *Information and assessment for those contemplating self-employment or other entrepreneurial initiatives:* The purpose here is to motivate, inform, advise and follow up job-seekers who, either because they have difficulties finding a job or because of their personal inclination, show interest in starting up their own firm.

Other bodies providing vocational guidance services

5.3.9.
The Institute for Youth (*Instituto de la Juventud*), which comes under the Ministry of Labour and Social Affairs, provides advice and assistance to young people seeking employment, young entrepreneurs wishing to set up in business or become involved in a cooperative or other type of business activity, and young people needing information on the laws governing employment or educational and training opportunities, training abroad, etc.

5.3.10.
The Institute for Women (*Instituto de la Mujer*) also comes under the Ministry of Labour and Social Affairs and has as its basic objective to promote social equality. It offers information and guidance on employment, education and vocational training free of charge.

Chapter 6

Trends and perspectives for vocational training

6.1. The national vocational training programme (1998 to 2002)

Vocational training as an active means of combating unemployment

6.1.1.
In the pursuit of social dialogue and in order to respond effectively to the demands of the labour market for promoting new job opportunities, the government elected in May 1996 included vocational training as a matter of fundamental priority in its programme, regarding it as a basic means of actively combating the problem of unemployment and encouraging job stability. It was in this climate of dialogue that the new national vocational training programme (1998–2002) and the national employment action plan came into being.

The principal objectives of vocational training in Spain: the new national vocational training programme (1998–2002)

6.1.2.
The General Council for Vocational Training, which, as already mentioned, under Law 19 of 7 June 1997 also covers the autonomous communities and the cities, of Ceuta and Melilla has drawn up a new national programme for vocational training.

6.1.3.
This programme aims to utilise both public and private sector policies and plans for vocational training, in order to bring the occupational skills gained under each of the subsystems of initial/regulated, occupational and continuing vocational training into line with industry's requirements at any given time.

6.1.4.
The new programme's six basic objectives are listed in paragraph 3.2.3 above. They may be summed up by saying that they include the consolidation of an integrated vocational training system made up of three subsystems (initial/regulated vocational training, occupational vocational training and continuing training) in the interests of an effective structure and active, functional, territorial cooperation within the system as a whole. To achieve this, the new plan intends to set up a national institute for qualifications (*Instituto Nacional de las Cualificaciones*) — an idea already proposed in the previous programme but not put into effect. Another intention is to strengthen the role of the training centres by entrusting them with occupational guidance and job placement services and to take account of the European context within which the vocational training system has to operate. This will find expression in policies aimed at ensuring transparency of qualifications, facilitating the free movement of labour, optimising the use of structural funds and encouraging the mobility of students, workers and trainers.

6.1.5.
In Sections III, IV and V of the new national vocational training programme which are devoted to the three subsystems, stress is laid on the importance of quality, the need to create and revise curricula and to update the lists of vocational qualifications and certificates of professional competence, and the need to establish an operational framework for training in work centres. 'To this end cooperation agreements will be concluded between the education and

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employment authorities and employers' organisations, unions, firms, corporations, institutions, and other entities in accordance with Law 3 of 22 March 1993 and other implementing legislation'.

Also worth emphasising is the link between firms and schools, the extension of the use of distance learning, flexible programming of training for certain groups and strengthening the muscle of social guarantee programmes so as to make training and employment policy more closely interrelated.

The programme also provides for putting the Catalogue of certificates of professional competence into effect across the board, implementing the system of equivalent qualifications, and working, where appropriate, towards amendments to the law, together with other measures in the fields of training workshops and groups encountering special difficulties (young people, women over 40, the handicapped and the socially excluded).

There are also plans to increase training designed to facilitate the self-employed, the development of the social economy, the new sources of employment, the prevention of accidents at work and the protection of the environment.

All these occupational training measures have been conceived in relation to means for counselling the unemployed, always having regard to the principle of equality of opportunity.

6.1.6.
Finally the new programme concerns itself with continuing training, insisting on the importance, within the framework of existing agreements, of developing occupational monitoring systems, promoting the transfer of technology to SMEs and of measures for enhancing quality and setting priorities bearing in mind new types of occupation.

Initial/regulated vocational training

6.1.7.
On the subject of initial/regulated vocational training the new programme provides, *inter alia*, for the following basic measures designed to improve the quality of training and render it more work-related:

Promoting mechanisms for the integration of the initial/regulated vocational training subsystem with other subsystems especially through a modular structure of training courses compatible with the national system of certification, assisting the development of integrated vocational training centres and the devising and application of a suitable method for revising and updating the catalogue of occupational qualifications.

Adapting the regulations governing initial/regulated vocational training to allow for the diversity of social environments in order to respond effectively in training terms to changes in demand for occupational skills.

Improving the provision of regulated vocational training.

Making further progress in regulating the use of modules for regulated vocational training in the interests of lifelong learning.

Proposing criteria under which centres authorised by the education authorities to provide specific vocational training may also provide occupational and continuing vocational training.

Expanding provision of initial/regulated vocational training in the form of distance learning, partial classroom learning and evening classes, particularly with adult students in mind.

Further developing work training and guidance (*Formación y Orientación laboral — FOL*).

In addition to these measures affecting initial/vocational training, the new programme makes other proposals concerned with improving the skills of human resources, encouraging and disseminating innovative practices and ensuring availability of the most suitable material resources for achieving the programme's objectives. It also dwells on the need to step up social guarantee programmes.

Occupational vocational training

6.1.8.

The principal objectives set for occupational vocational training by the new programme are:

To lend greater muscle to training and employment policies, by linking them more closely in counselling the unemployed, so as to facilitate their reemployment or first-time employment.

To devise ways and means of linking occupational training and the other two subsystems with provision for reciprocal recognition, adapting training content where necessary. To this end, stress is laid firstly on the need to devise a flexible modular curriculum, whether for classroom instruction, distance learning or mixed systems of training and permitting recognition of skills acquired through work experience. Secondly, to improve the design and content of certificates of occupational competence in the interests of standardisation and recognition of equivalents between such contents and the units of competence acquired under initial/regulated training modules. Thirdly, to improve and expand the list of certificates of occupational competence in collaboration with the social partners and the autonomous communities, with reference to European benchmarks.

To direct occupational vocational training to those groups in need having regard to the principle of equality of treatment and opportunities in a labour market context.

To issue annual guidelines as agreed at the extraordinary European Council on Employment in Luxembourg in 1998 in order to raise the level of employment, combat youth unemployment and avoid long-term unemployment.

To expand training directed at technological innovation, quality, self-employment, the social economy and the new sources of employment (neighbourhood services, the caring professions, leisure occupations, prevention of occupational risks, etc.).

Continuing vocational training

6.1.9.

The new national programme sets out the following basic objectives for continuing training:

To develop continuing vocational training in order to achieve an enhanced level of work-related skills and integration with the other subsystems.

To establish a system for certifying continuing training linked to the national system of qualifications through integration in the vocational certification system.

To encourage training of those in employment as an essential means of enhancing the competitiveness of individual firms and industry as a whole and of ensuring greater job stability and as a factor of social integration and cohesion.

To improve procedures for monitoring and assessing continuing training.

6.2. The national action plan for employment (1998)

Objectives

6.2.1.

On 15 April 1998, the government presented its national action plan for employment to the institutions of the European Union. In terms both of structure and content, this plan follows the guidelines formulated by the Luxembourg Council in specifying the different economic, social and labour measures provided for under Spanish employment policy. It contains objectives, measures and a number of specific activities, those involved and the timetable for implementation. It also includes comments concerning the social and economic context in which these measures must be taken. The plan uses four main pillars, namely:

(a) improving employability,

(b) encouraging an entrepreneurial spirit,

(c) promoting the ability of both workers and firms to adapt to change, and

(d) a greater emphasis on equality of opportunity.

As we shall see below, it provides for measures in the field of vocational training in the case of three of the four headings.

6.2.2.
Pillar I: Improving employability

Guidelines 1 and 2: combat youth unemployment and avoid long-term unemployment

Over the next few years, provision must be made for individualised training, employment measures and counselling for young people and adults before they have, respectively, been out of work for more than five, or eleven months. These numbered an estimated 725 000 in 1998. The aim is to ensure that every year at least 20 % of the groups concerned should benefit from some of these measures. This will involve 227 000 individual actions.

In a preparatory step, it will be necessary to interview in depth all those job-seekers who are unemployed. This phase of diagnosis, which is viewed as a personalised service to those concerned and as the starting point for counselling activity, will make it possible to plan an occupational route in line with individual requirements. The general lines of action are as follows:

— For *those under 25*, providing suitable training is regarded as having priority. The type of course will depend on the individual concerned. In some cases individual counselling will be given. Others will take part in an occupational training course or a combined programme of training and work experience (training workshop or craft centre). Some young people will be employed in some form of social work, which will be subsidised.

— In the case of *those over 25*, it is felt preferable to place them in subsidised employment in the social field. Occupational training or educational courses designed to improve their basic educational level will also be provided. Some of the unemployed who show interest and aptitude will receive guidance and assistance enabling them to set up business on their own account.

Guideline 3: replace passive by active measures

Active employment policy will involve a number of measures:

— establishing a framework of social dialogue concerning the relationship between passive and active policy;
— incentives in the form of reductions in the social security levy to encourage the stable employment of groups encountering particular difficulty in finding jobs;
— a new 'employment workshop' programme, combining training and employment measures and aimed at unemployed people over 25, to prepare them for work in the new 'employment fields' managed by either the public sector or private non-profit bodies;
— training workshop programmes and vocational training and employment measures in areas of social concern;
— a territorialisation of employment services;
— a rapid impact programme in 100 cities severely affected by unemployment.

Guideline 4: encourage the social partners to enter into agreements designed to enhance employability

The new national programme, which was approved on 13 March 1998, was the result of a dialogue and consensus reached with the social partners and the autonomous communities paving the way for agreements designed to enhance employability through vocational training.

Guideline 5: develop means for lifelong learning

The new national vocational training programme will play an important role in developing means of lifelong learning.

As already mentioned the plan involves:

— consolidating one genuine system of vocational training;
— establishing a system of equivalents and validation for knowledge and skills acquired in different ways to be implemented by the National Institute for Qualifications and through the creation and management of an integrated national system of qualifications;
— linking training activity with the objectives of active employment policy as a means of combating unemployment;
— strengthening the relationship between employers and the training system, improving means of access to a first job with new regulations governing training and work experience contracts;
— extending opportunities for practical work experience for students within the education system and for the unemployed taking part in occupational training courses through cooperation agreements with firms;
— developing an integrated system of career information and guidance in collaboration with the information and counselling services of the education system, with particular reference to SMEs so as to ensure that they are equipped with the information necessary to implement their human resources policies;
— encouraging, through training, the development of a culture of quality of working life, protection of the environment and prevention of occupational risks;
— providing training for certain groups with special needs, such as women over 35 who wish to return to work, migrants, etc.

Guideline 6: improve the effectiveness of the school system

Besides measures concerned with the curriculum for compulsory education, the plan proposes a series of complementary measures, such as:

- extending the social guarantee programmes;
- expanding training available for young adults aged between 18 and 24, who have no formal educational or training qualification and wish to make good the omission.

Guideline 7: create and develop apprenticeship schemes for young people with a greater degree of adaptability

- revise the current catalogue of occupational qualifications;
- make the academic requirements for access to vocational training more flexible;
- increase career guidance for young people with vocational qualifications and other non-university educational qualifications;
- enhance the quality and quantity of follow-up measures up to the time when young people attending specific vocational training courses find employment.

6.2.3.

Pillar III. Encouraging adaptability of workers and firms

Guideline 15: reconsider obstacles impeding investment in human resources and provide tax or other incentives for the development of in-company training

(a) Tax incentives

- make amounts spent by employers on vocational training deductible for tax purposes;
- allow firms using training contracts to make deductions from income tax.

(b) Other methods

- subsidising the wage cost of individual training permits, which firms grant to employees;
- subsidy of ESP 1 500 per trainee/day of practical training to firms to assist in their contribution to occupational training taking place in the companies.

6.2.4.

Pillar IV: Enhancing equality of opportunity

Guideline 16: combat sexual discrimination

This guideline lists the following measures in connection with vocational training:

- accord priority to training for women, particularly training for occupations in which women are under-represented;
- direct the training workshop and craft centre programme to projects favouring women's employment and a greater involvement of women;
- increase the number of training courses for women in jobs and occupations in new fields of employment and new technology;
- lend impetus to action under the new national vocational training programme aimed at women.

Guideline 18: assisting the return to work

This guideline includes the following measures relating to vocational training:

- occupational training for women to facilitate their return to work;
- facilitating access to continuing training for women leaving work in order to look after young children.

Guideline 19: promote employment for the handicapped

The guideline includes the following vocational training measures:

- offer work or occupational training to 20 000 handicapped people;
- adapt occupational and continuing training to the specific needs of this group.

Table 26: **Final budget for the Spanish national action plan for employment, 1998, in ESP 1 000**

	INEM		Autonomous communities		Total
	Beneficiaries (¹)	Cost (²)	Beneficiaries (¹)	Cost	Cost
Training	**400 282**	**146 142**	**195 609**	**46 151**	**192 293**
FIP plan and autonomous communities	326 250	93 081	191 464	42 370	135 451
Training workshops and craft centres	74 032	53 061	4 145	3 781	56 842
Employment	**329 642**	**83 777**	**33 111**	**19 241**	**103 018**
Local employment initiatives	3 994	2 396	424	382	2 778
Assistance for self-employment	15 235	8 036	6 457	3 152	11 188
Employment measures for the handicapped	29 748	14 693	727	369	15 062
Encouraging employment of social interest	280 665	58 652	25 503	15 338	73 990
Guidance	**190 081**	**3 643**	**111 293**	**1 695**	**5 338**
Promotion	**3 089**	**4 473**	**282**	**743**	**5 216**
Total	**923 094**	**238 035**	**340 295**	**67 830**	**305 865**

(¹) Taken overall, action will affect a total of 992 000 persons, Luxembourg objective.

(²) This includes an extra ESP 35 000 million for additional measures resulting from the Luxembourg undertakings.

SOURCE: *SPANISH NATIONAL EMPLOYMENT ACTION PLAN (1998).*

Annexes

Annex I

Acronyms and abbreviations

AES	*Acuerdo Económico y Social* Economic and Social Agreement
ANFC	*Acuerdo Nacional de Formación Continua* National Agreement on Vocational Training
BOE	*Boletín Oficial del Estado* Official State Bulletin
BUP	*Bachillerato Unificado Polivalente* (Old-style) unified baccalaureate
CAD	*Curso de Adaptación Pedagógica* Teacher training course for graduates of other disciplines
CC.AA.	*Comunidades Autónomas* Autonomous communities
CC.OO.	*Comisiones Obreras* Workers Union
CEOE	*Confederación Española de Organizaciones Empresariales* Spanish Confederation of Employers' Organisations
Cepyme	*Confederación Española de la Pequeña y Mediana Empresa* Spanish Confederation of Small and Medium-sized Enterprises
CF	*Ciclo Formativo* Training cycle
CFGM	*Ciclo Formativo de Grado Medio* Middle level training cycle
CFGS	*Ciclo Formativo de Grado Superior* Higher level training cycle
CIG	*Confederación Intersindical Gallega* Galician Trade Union Confederation
COIE	*Centro de Orientación e Información de Empleo* Employment guidance and information centre
COU	*Curso de Orientación Universitaria* Pre-university course
CPR	*Centros de Profesores y Recursos* Teacher and resource centre
CPS	*Comisiones Paritarias Sectoriales* Joint sectoral committees
CPT	*Comisiones Paritarias Territoriales* Joint territorial committees
DAPO	*Desarrollo de los Aspectos Personales para la Ocupación* Development of personal qualities for employment
DGE	*Dirección General de Empleo* Directorate-General for Employment
EGB	*Educación General Básica* Basic general education
ELA-STV	*Euskadiko Langilleen Aldarstasuna/Solidaridad de Trabajadores Vascos* Basque Workers' Union
EPA	*Encuesta de Población Activa* Workforce survey
ESF	*Fondo social Europeo (FSE)* European Social Fund

ESO	*Educación Secundaria Obligatoria* Compulsory secondary education
Eurostat	*Oficina Estadística de la Unión Europea* Statistical Office of the European Union
FCT	*Formación en Centros de Trabajo* In-company training
FIP	(Plan) *Formación e Inserción Profesional* Vocational training and insertion (plan)
FOL	*Formación y Orientación Laboral* Occupational training and guidance
Forcem	*Fundación para la Formación Continua en las Empresas* Foundation for Continuing Training in Firms
FP	*Formación Profesional* Vocational training
FP I	*Formación Profesional de Primer Grado* Level I vocational training
FP II	*Formación Profesional de Segundo Grado* Level II vocational training
FPB	*Formación Profesional de Base* Basic vocational training
FPC	*Formación Profesional Continua* Continuing vocational training
FPE	*Formación Profesional Especfica* Specific vocational training
FPO	*Formación (Profesional) Ocupacional* Occupational (vocational) training
FPR	*Formación Profesional Reglada* Regulated vocational training
ICE	*Instituto de Ciencias de la Educación* Institute of Educational Science
IMAF	*Instituto Madrileño para la Formación* Madrid Training Institute
INE	*Instituto Nacional de Estadística* National Statistical Institute
INEM	*Instituto Nacional de Empleo* National Institute of Employment
INI	*Instituto Nacional de Industria* National Institute for Industry
LGE	*Ley General de Educación* General Law on Education
LODE	*Ley Orgánica del Derecho a la Educación* Law on the Right to Education
LOGSE	*Ley de Ordenación General del Sistema Educativo* General Law on the Education System
LOPEC	*Ley Orgánica de Participación y Evaluación de los Centros Docentes* Law on Involvement in and Assessment of Teaching Centres
LRU	*Ley de Reforma Universitaria* Law on University Reform
MAP	*Ministerio de Administraciones Públicas* Ministry of Public Administration

MEC	*Ministerio de Educación y Cultura* Ministry of Education and Culture
MTAS	*Ministerio de Trabajo y Asuntos Sociales* Ministry of Labour and Social Affairs
NANFC	*Nuevo Acuerdo Nacional de Formación Continua* New national agreement on continuing training
NPNFP	*Nuevo Programa Nacional de Formación Profesional* New national vocational training programme
OM	*Orden Ministerial* Ministerial Order
PFE	*Planes de Formación a Empresas* Work-based training plans
PGS	*Programa de Garantía Social* Social guarantee programme
PIF	*Permisos Individuales de Formación* Individual training permit
PNFP	*Programa Nacional de Formación Profesional* National vocational training programme
PPE	*Promoción Profesional del Ejército* Vocational training for army personnel
PPO	*Plan Nacional de Promoción Obrera* National plan for worker development
PYME	*Pequeña y Mediana Empresa* Small and medium-sized enterprises (SME)
RD	*Real Decreto* Royal Decree
RET	*Relaciones con el Entorno de Trabajo* Relations with the working environment
RRHH	*Recursos Humanos* Human resources
SAF	*Servicio de Acción Formativa* Training service
SEAF	*Servicio de Empleo y Acción Formativa* Training and employment service
SIPES	*Servicios Integrados Para el Empleo* Integrated employment services
SIPES	*Servicios Integrados Para el Empleo* Integrated employment services
SMI	*Salario Mínimo Interprofesional* Minimum inter-occupational salary
UGT	*Unión General de Trabajadores* General Workers' Union

Annex II

Legal instruments

General

Spanish Constitution (1978).

Workers' Statute (Law 11, May 1994)

National vocational training programme (1993–96), 5 March 1993.

New national vocational training programme (draft of 18 February 1998).

Agreement of the Council of Ministers (5 March 1993), setting up an inter-ministerial unit for occupational qualifications.

Royal Decree 2015 of 26 December 1997, fixing the minimum wage in industry.

Regulated vocational training

Organic Law 1 of 3 October 1990, on the general education system.

Royal Decree 676 of 7 May 1993, laying down general guidelines for qualifications and minimum subject coverage in regulated vocational training.

Royal Decree 173 of 16 February 1998, amending and supplementing Royal Decree 986 of 14 June 1991, approving the timetable for implementation of the new education system.

Occupational vocational training

Royal Decree 1458 of 6 June 1986, defining the structure of INEM.

Royal Decree 631 of 3 May 1993, regulating the national vocational training and insertion (FIP) plan.

Ministerial Order of 13 April 1994, implementing Royal Decree 631 of 3 May 1993.

Decrees governing the transfer of responsibility for occupational training to the autonomous communities:

> **Royal Decree 1577 of October 1991,** on the transfer of responsibility for occupational training to the government of Catalonia.
>
> **Royal Decree 1371 of 13 November 1992,** on the transfer of responsibility for occupational training to the government of Valencia.
>
> **Royal Decree 146 of 29 January 1993,** on the transfer of responsibility for occupational training to the autonomous community of Galicia.
>
> **Royal Decree 427 of 26 March 1993,** on the transfer of responsibility for occupational training to the autonomous community of Andalusia.
>
> **Royal Decree 447 of 11 March 1994,** on the transfer of responsibility for occupational training to the autonomous community of the Canary Islands.

Royal Decree 1319 of 1 August 1997, on the transfer of responsibility for occupational training to the autonomous community of Navarra.

Royal Decree 2024 of 26 December 1997, on the transfer of responsibility for occupational training to the autonomous community of Extremadura.

Royal Decree 300 of 27 February 1998, on the transfer of responsibility for occupational training to the autonomous community of Aragon.

Law 63 of 26 December 1997, on urgent measures to improve the labour market and encourage contracts of unlimited duration.

Law 64 of 26 December 1997, providing for social security and fiscal incentives to encourage contracts of unlimited duration and job stability.

Royal Decree 488 of 27 March 1998, expanding Article 11 of the Workers' Statute in the matter of training contracts.

Royal Decree 735 of 5 May 1995, regulating non-profit placement agencies and integrated employment services (SIPES).

Ministerial Order of 20 January 1998, regulating the grant of subsidies for occupational guidance.

Ministerial Order of 10 October 1995, implementing Section II of Royal Decree 735 of 5 May 1993 and regulating non-profit placement agencies and integrated employment services and agreements with associated bodies of the integrated employment services.

Resolution of the Directorate-General for INEM of 2 February 1998, on a meeting for the grant of subsidies for occupational guidance and assistance with self-employment to non-profit cooperating bodies.

Royal Decree 797/1995, laying down guidelines for certificates of occupational competence and the corresponding minimum subject matter.

Royal Decree 348 of 6 March 1998, on the certification of occupational competence for graphic layouters.

Training workshops and craft centres

Ministerial Order of 3 August 1994, regulating the programmes of training workshops and craft centres, promotion and development units and entrepreneurial initiative centres and the grant of government subsidies to such programmes.

Continuing training

Resolution of the Directorate-General for Labour of 25 February 1993, agreeing the registration and publication of the National Agreement on Continuing Vocational Training.

Second National Agreement on Continuing Vocational Training.

Ministerial Order of 4 June 1993, of the Ministry of Labour and Social Affairs setting out the basis for granting assistance to finance training covered by the National Agreement on Continuing Training.

First Tripartite Agreement, on continuing training for employed workers.

Second Tripartite Agreement, on continuing training for employed workers (19 December 1996).

Ministerial Order of 4 November 1993, of the Ministry of Labour and Social Affairs establishing the basis for granting assistance to finance training covered by the National Agreement on Continuing Training.

Resolution of the Secretariat of State for Public Administration of 3 February 1997, ordering publication of the Second Agreement on Continuing Training in Public Administrations of 23 December 1996.

General Council on Vocational Training

Law 1 of 7 January 1986, creating the General Council for Vocational Training.

Royal Decree 365 of 27 February 1987, approving the operating regulations of the General Council for Vocational Training.

European Union legislation

Treaty establishing the European Communities.

Council Decision of 2 April 1963, laying down the general principles for a common policy on vocational training (63/266/EEC).

Commission Recommendation of 18 July 1966, to Member States to promote vocational training (66/484/EEC).

Council Decision of 16 July 1985, on the comparability of vocational training qualifications between the Member States of the European Community (85/368/EEC).

Council Resolution of 3 December 1992, on the transparency of vocational qualifications (93/C49/01).

Council Recommendation of 30 November 1993, on access to continuing vocational training (93/404/EEC).

Council Resolution of 11 November 1993, on vocational training for the 1990s.

Council Decision of 6 December 1994, establishing an action programme for implementation of a vocational training policy for the European Community (94/819/EC).

List of common opinions of the social dialogue on vocational training.

Other international instruments

European Social Charter

Agreement No 140 of the ILO of 5 June 1975, concerning paid educational leave.

Agreement No 142 of the ILO of 23 June 1975, on vocational guidance and training and the development of human resources.

Annex III

Principal bodies responsible for the provision or regulation of vocational training

A. Central government bodies and organisations

Consejo Escolar del Estado
(State Schools Council)
San Bernardo, 49
E-28015 Madrid
Tel. (34) 915 31 93 70
Fax (34) 915 21 09 25
Internet: http://www.mec.es/cesces/inicio.htm

Dirección General de Trabajo
(General Direction of Labour)
Pío Baroja, 6
E-28009 Madrid
Tel. (34) 915 73 60 06
Fax (34) 915 74 91 01
Internet: http://www.mtas.es

Consejo Superior de Cámaras de Comercio de España
(Council of Spanish Chambers of Commerce)
Claudio Coello, 19
E-28001 Madrid
Tel. (34) 915 75 23 06
Fax (34) 914 35 42 55
Internet: http://www.cscamaras.es

Fondo Social Europeo. Unidad Administradora (UAFSE)
(European Social Fund. Administration Unit)
Pío Baroja, 6
E-28009 Madrid
Tel. (34) 913 63 18 00
Fax (34) 913 63 20 36
Internet: http://www.mtas.es/UAFSE/

Fundación para la Formación continua en las Empresas (Forcem)
(Foundation for Continuing Training)
Arturo Soria 126-128
E-28043 Madrid
Tel. (34) 913 00 94 00
Internet: http://www.forcem.es

Dirección General de Ordenación de las Migraciones
(General Direction of Administration for Migration)
Paseo Pintor Rosales, 44-46
E-28008 Madrid
Tel. (34) 91 363 90 69
Internet: http://www.mtas.es/migraciones

Instituto Nacional de Empleo (INEM)
(National Institute of Employment)
Condesa de Venadito, 9
E-28027 Madrid
Tel. (34) 915 85 98 88
Fax (34) 913 77 58 87
Internet: http://www.inem.es

Instituto Nacional de Estadística (INE)
(National Statistical Institute)
Paseo de la Castellana, 183
E-28046 Madrid
Tel. (34) 915 83 91 00
Fax (34) 915 79 27 13
Internet: http://www.ine.es

Instituto Nacional de Cualificaciones
(National Institute of Qualifications)
Rafael Calvo, 18-30
E-28010 Madrid
Tel. (34) 913 10 22 66
Fax (34) 913 10 28 30
Internet: http://mtas.es/incual

Instituto de la Juventud
(Institute for Youth)
Marqués de Riscal, 16
E-28010 Madrid
Tel. (34) 913 63 77 00
Internet: http://www.mtas.es/injuve/

Instituto de la Mujer
(Institute for Women)
Génova, 11
E-28010 Madrid
Tel. (34) 913 91 58 80
Internet: http://www.mta.es/mujer/

Ministerio de Educación y Cultura (MEC)
(Ministry of Education and Culture)
Alcalá, 34
E-28014 Madrid
Tel. (34) 915 21 45 30
Fax (34) 915 22 92 56
Internet: http://www.mec.es

Ministerio de Trabajo y Asuntos Sociales (MTAS)
(Ministry of Work and Social Affairs)
Agustín Bethencourt, 4
E-28003 Madrid
Tel. (34) 915 33 40 94
Fax (34) 915 54 75 28
Internet: http://www.mtas.es

Secretaría de Estado para los Asuntos Europeos
(State Secretariat for European Affairs)
General Pardiñas, 55
E-28006 Madrid
Tel. (34) 913 79 83 00
Fax (34) 913 79 83 10
Internet: http://www.mae.es

B. Social partner organisations

Comisiones Obreras (CC.OO.)
(Workers' Commission)
Fernández de la Hoz, 12
E-28010 Madrid
Tel. (34) 917 02 80 00
Fax (34) 913 10 48 04
Internet: http://www.ccoo.es

Confederación Española de Organizaciones Empresariales (CEOE)
(Spanish Confederation of Employers' Organisations)
Diego de León, 50
E-28006 Madrid
Tel. (34) 915 66 34 00
Fax (34) 915 62 80 23
Internet: http://www.ceoe.es

Confederación Española de la Pequeña y Mediana Empresa (Cepyme)
(Spanish Confederation of Small and Medium-sized Enterprises)
Diego de León, 50
E-28006 Madrid
Tel. (34) 914 11 61 61
Fax (34) 915 64 52 69
Internet: http://www.cepyme.es

Confederación Intersindical Gallega (CIG)
(Gallician Trade Union Confederation)
Rua Gregorio Espino, 47
E-36005 Vigo
Tel. (34) 986 26 26 79
Fax (34) 986 26 27 81
Internet: http://www.galizacig.com

Euskadiko Langilleen Alkartasuna/Solidaridad Trabajadores Vascos (ELA/STV)
(Basque Workers' Union)
Barraincúa, 15
E-48009 Bilbao
Tel. (34) 944 24 33 00
Fax (34) 944 24 82 08
Internet: http://www.sispain.org/spanish/politics/unions/basque.html

Unión General de Trabajadores
(General Workers' Union)
Hortaleza, 86-88
E-28004 Madrid
Tel. (34) 915 89 70 00
Fax (34) 915 89 36 03
Internet: http://www.ugt.es

C. Public bodies at the level of the autonomous communities

Departamento de Trabajo de Cataluña
(Department of Labour of Catalonia)
Sepúlveda, 148-150
E-08011 Barcelona
Tel. (34) 932 28 57 57
Internet: http://www.gencat.es/treball

Departamento de Trabajo del País Vasco
(Department of Labour of the Basque Country)
Donostia-San Sebastián, 1
E-01010 Vitoria-Gasteiz
Tel. (34) 945 18 80 00
Fax (34) 945 01 91 09
Internet: http://www.euskadi.net/infogv/gobierno_c.htm

Consejería de Familia y Promoción del Empleo, Mujer y Juventud de Galicia
(Council for the Family, the promotion of Employment, Women and Youth of Galicia)
Edificio Administrativo San Cayetano
E-15704 Santiago de Compostela
Tel. (34) 981 54 54 00
Internet: http://www.xunta.es/conselle/fm/index.htm

Consejería de Turismo, Transportes y Comunicaciones e Industria de Cantabria
(Council for Tourism, Transport and Communications and Industry of Cantabria)
Avda. de los Infantes, Quinta Labat
E-39005 Santander
Tel. (34) 942 29 03 12
Fax (34) 942 29 03 01
Internet: http://www.cantabria.org

Dirección General para la Promoción de Empleo
(General Direction for Employment Promotion)
Uría, 10, 5° y 6° planta
E-33003 Oviedo
Tel. (34) 985 10 82 02
Fax (34) 985 10 82 03
Internet: http://www.princast.es/trempfor/index.htm

Dirección General de Formación
(General Direction for Training)
Pza. España, 1- planta 1°
E-33007 Oviedo
Tel. (34) 985 10 82 49
Fax (34) 985 10 82 51
Internet: http://www.princast.es/trempfor/index.htm

Consejería de Empleo y Desarrollo Tecnológico de Andalucía
(Council for Employment and Technological Development)
Avda. de Hytasa, 14
E-41006 Sevilla
Tel. (34) 95 504 83 87
Fax (34) 95 504 84 58
Internet: http://www.junta-andalucia.es

Departamento de Economía, Hacienda y Trabajo de Aragón
(Department of Economy, Finance and Labour of Aragon)
Plaza de los Sitios, 7
E-50001 Zaragoza
Tel. (34) 976 71 42 00
Internet: http://www.aragob.es/sid/oecono2.htm

Consejería de Industria y Trabajo de Castilla-La Mancha
(Council for Industry and Labour of Castilla-La Mancha)
Río Estenilla, s/n
E-45071 Toledo
Tel. (34) 925 26 78 00
Fax (34) 925 25 78 45
Internet: http:// www.jccm.es/default.htm

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Annex IV

Definition of basic terms

This is a translation of a list of terms in the original Spanish version. It is clearly not a list which defines normal usage of these terms in English. It may, therefore, for the reader who does not understand Spanish, be of limited value. However, it has been included in the English version, as it may be of use to those who understand some Spanish and would like to know a little more about the meaning and utilisation of the original term in Spanish.

***Area funcional* — Function**: Set of tasks performed by persons with an objective in the production process, which defines a function in the organisational system. Functions break down into 'staff' (personnel, administration, etc.) and 'line' (design, production, etc.).

***Area profesional* — Occupation**: Set of contents, techniques, physical objects and symbols grouped together to cope with homogeneous problems connected with production objectives (functions and sub-functions) and with the knowledge and skills needed to achieve them (sub-processes).

***Campo de observación* — Field of observation**: Subset of production-related tasks bearing a certain technological and occupational affinity, grouped together for study by an occupational working group.

***Capacidades profesionales* — Occupational abilities**: The abilities most typical of a given occupation, particularly those that are not directly observable in the performance of work and those related to a contingency reaction, work organisation, cooperation and relationship with the working environment, and sense of responsibility/independence.

***Capacidades terminales* — Final ability**: Signifies the results to be achieved by trainees, the 'basic aspects' of occupational competence and the level of training testified to by a certificate of qualification. It defines the qualification and permits its validity to be asserted throughout Spanish territory. It determines the minimum skills levels to be aimed at by all education authorities in order to achieve the relevant basic vocational training and the necessary degree of uniformity of skills.

***Ciclo formativo* — Training cycle**: Specific vocational training associated with a given occupational qualification, determined by two basic criteria: its relationship to and contribution towards achieving the level of occupational proficiency defined by the certificate of qualification. It is composed of vocational training modules.

***Competencia profesional* — Occupational competence**: Set of abilities to perform roles and tasks at the required levels in a work situation. Expressed in terms of occupational tasks performed and the level of skill demonstrated.

***Criterios de realización* — Performance criteria**: These are 'specifications' determining the behaviour of a person for each task performed at the level of occupational competence required for a given type of work. They define the results or key achievements testifying to occupational competence and should be considered as the response received by a group of experts in the sector to the question 'How can one know that a person is competent or qualified to perform a particular occupational task?' They therefore express the acceptable level of performance that will meet the requirements of the production organisation and make it possible to distinguish a competent occupational performance from one which is not. They are, therefore, a guide to evaluation of occupational competence. Each criterion defines a characteristic of an occupational task well performed. An occupational task entirely competently or satisfactorily performed has to meet all the relevant performance criteria.

***Cualificación* — Skill**: A given level of ability achieved through training for a given task. Thus an occupational skill is understood as the level of training necessary for the degree of competence characterised by the formal qualification awarded. In this way the skills covered by a certificate of qualification have a twofold validity. For the school population they represent the training necessary in order to achieve occupational competence and that deriving from social and educational objectives. For the adult population it also presupposes a certain degree of cultural, scientific and technical knowledge due to the fact that the vocational training leading to the formal qualification is provided within the education system.

***Curriculo de la formación profesional asociada a cada título* — Vocational training curriculum associated with each qualification**: Set of final abilities, course content, teaching methods and assessment criteria for assuring the occupational competence certified by each formal qualification (defined in the profile) and for achieving the specified training level.

***Documento base del título (DBT)* — Basic qualification document**: Defines the level of competence to be achieved (occupational profile), the minimum training necessary, the duration of vocational training, the special subjects of the trainers involved, the requirements in terms of premises and equipment and the academic equivalents and/or means of access to higher education.

***Elementos descriptivos de la profesionalidad* — Descriptive elements of occupational proficiency**: Set of parameters which may be applied to differentiate between middle and higher level in classifying occupational activities.

***Figura profesional* — Occupational profile:** Set of tasks, performance criteria and fields structured into units of competence to express achievements or results hoped for from persons in a given work situation. Although considered individually, the occupational achievements which have been identified and defined by the group of experts in the sector for each occupational profile seek to express what is demanded of persons in different job roles, when grouped together they constitute an occupational profile reflecting both the skill needs of a sector and the coherence of the corresponding training programme.

***Formación asociada al título (FAT)* — Training associated with a formal qualification**: The overall initial and specific vocational training necessary to acquire the occupational competence and training level appropriate to each certificate of qualification.

***Formación profesional de base (FPB)* — Initial vocational training**: A body of knowledge and skills relating to a group of occupational profiles which together constitute an occupation. It affords the scientific and technical basis and the common skills necessary to adapt to changes in skill requirements and occupational mobility in that area. This training is given as part of the core curriculum of secondary education and is a requirement for specific vocational training.

***Formación profesional especifica (FPE)* — Specific vocational training**: A body of more work-related knowledge and skills that rounds off vocational training. It is organised in middle- and higher-level training cycles.

***Función y subfunción* — Function and sub-function**: A homogeneous set of production activities aimed at a single objective. Functions may be explicit or implicit. In the first case the structure of the firm includes one or more persons responsible for it. It is implicit when the exercise of the function is not located at a given point of the structure.

***Módulo profesional (MP)* — Occupational module:** A coherent block of specific vocational training. This is the smallest unit of training and the smallest part that can be credited and used towards obtaining an occupational qualification. It may be associated with one or several units of competence or social and educational objectives.

***Profesión* — Occupational profile**: Occupational competence certified by a formal qualification. The appropriate set of occupational abilities required for a given qualification.

***Realización profesional* — Occupational performance**: defines what a person must be capable of doing in a given work situation. Expresses the achievements or results it is hoped that a person will be able to demonstrate in order to obtain the certificate for the relevant unit of competence.

***Subproceso tecnológico* — Technological sub-process**: Set of related tasks within a field of technology and typical methods employed. Characterised by the means of production, processing of information, materials and semi-finished products and the result of work.

Annex V

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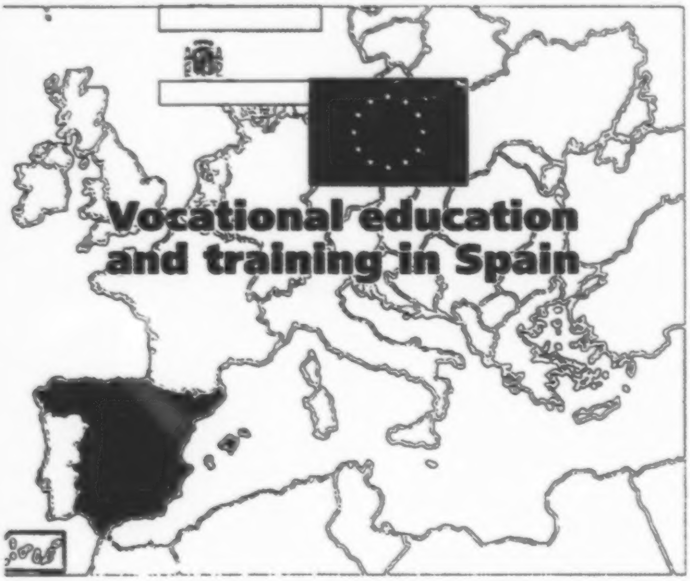

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